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ABSTRACT

This report summarizes the findings and recommendations of the Maryland State Governor's Commission on Black Males. It reflects the research, experience, and contentions of the Commissioners and the many people who testified at hearings throughout the state. The results are not exhaustive, but they mark a point from which progress and improvement can begin. The report is divided into four main sections: (1) Health; (2) Education; (3) Employment and Economic Development; and (4) Criminal Justice. Each section includes a case for change and concludes with a set of recommendations. A number of interventions that have already been initiated are described. In its exploration of education, the Commission has concluded that the African American male has been excluded from the educational process. Changes must be made to move black males from at-risk status to one of high achievement, acknowledging that every child in the United States has a right to be educated to his or her maximum potential. Recommendations are made for educational change and school restructuring, and for teacher education that is sensitive to the needs of black males. Fourteen tables and three figures illustrate the discussions and recommendations. (SLD)

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Report of The Governor's Commission on Black Males
1993

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Maryland's African-American Males
Health, Education,
Employment and Economic Development, and
Criminal Justice

The Governor's
Commission On
Black Males

Report of
The Governor's Commission on Black Males

Annapolis, Maryland
June 1993

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May 25, 1993

The Honorable William D. Schaefer
Governor of Maryland
Maryland State House
Annapolis, Maryland 21401

Dear Governor Schaefer:

It gives me great pleasure to present to you the Report of the Maryland Commission on Black Males. Governor, our communities are hurting. The African American male is hurting. His plight is alarming. Because he is too often unloved, rejected and feared by many, the African American male is slowly but surely becoming an endangered species.

The disproportionate rate at which the African American male is incarcerated only foreshadows the problems which surround him. His health is diminishing, his educational defeats are soaring and his disparate employment opportunities make it no wonder that Maryland's African American male is dying.

Something must be done to understand and tackle this problem. Everything possible must be done to save our endangered species. Indeed something has been done. Progress has been made to better understand the African American male's plight and to develop viable solutions for tackling it head-on.

Finally, the Governor's Commission on Black Males has turned the corner in addressing the ails of Maryland's population of Black males. The Commission has formalized reports in the areas of criminal justice, education, employment and economic development, and health which will assist in addressing these problems.

I wholeheartedly thank Commission members and volunteers who worked so hard to create this very important document. I extend special thanks to the chairpersons of the four subcommittees, Ms. Paulette Hall (Employment), Delegate Henry B. Heller (Education), Senator Paula Hollinger (Health) and Ms. Terese Moore (Criminal Justice) for their tremendous leadership and efforts. This report could not have come into existence without the very excellent assistance of my legislative assistant, Lisa Johnson.

Governor, I thank you. Without your assistance and support the Commission probably would have never been formed. I sincerely appreciate your bold leadership.

Our Commission has taken a snapshot of the plight of the Black Male in Maryland. The picture taking is over. It is now time to use that picture as a guide and catalyst for action. Our Commission looks forward to working with you, the Legislature, and the citizens of our great state to carry out the recommendations found in this report.

Let history say of us, "They did not stand idly by and watch the Black Male slowly disappear emotionally, spiritually or physically. They saw the problems, determined the causes of those problems, but most importantly they did everything in their power to address these problems. For their foresight and efforts the Black Male's situation was made better and Maryland became an even greater state."

Respectfully submitted,

Delegate Elijah E. Cummings, Chair
Governors's Commission on Black Males

EEC/lj

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The Maryland State
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About The Commission

... the Governor established the Commission on Black Males to study the nature and extent of problems of employment, health care, criminal justice, and education relating to Maryland's Black males.

The Maryland House of Delegates issued a resolution requesting the Governor to establish a Commission on Black Males to study the nature and extent of problems in employment, health care, criminal justice, and education and the effect these problems have on African-American males in Maryland.

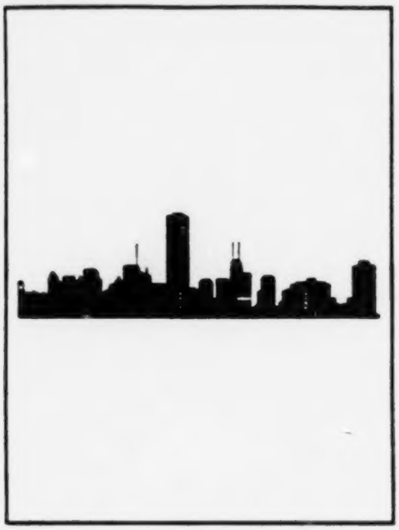
In 1990 Maryland Governor William Donald Schaefer established the Commission on Black Males (the Commission) and appointed Delegate Elijah E. Cummings as Chair of the Commission. Delegate Cummings accepted the Governor's charge, and with the help of the many Commissioners, listed on the previous page, moved forward to identify and develop an understanding of the many problems faced by African-American males in Maryland. To complete the charge, the Commission endeavored to identify some solutions to the problems found and make recommendations for the implementation of those solutions.

The Commission extends its sincere appreciation to the organizations and individuals who gave of their time and resources to accomplish the research and develop the recommendations found in this report. The Commission acknowledges with particular gratitude the many individuals who participated in the hearings that were held throughout Maryland. Their information and statements were of great assistance to the Commission as it sought to gain further insight and understanding of problems faced by African-American males throughout the State. Their opinions about suggested solutions and their assistance in formulating additional recommendations were invaluable.

As charged by the Governor, the Commission addressed the problems in the areas of education, health care, employment, and criminal justice as they relate to African-American males. Four subcommittees were formed to accomplish this task. The findings of these subcommittees and their recommendations are contained in the subsequent sections of this report.

Many of the problems facing African-American males were identified and quantified by comparing statistics that describe the African-American male population to those that describe the white male population. This technique of problem identification does not imply that there are not serious problems faced by the total population in the four areas analyzed for African-American males. In fact, much of the information indicates that improvements for African-Americans will improve the conditions for all citizens of Maryland. However, as a result of the historical disadvantages suffered by African-American males, special consideration is needed to begin to bring parity.

Introduction



African-American males make-up more than 500,000 of Maryland's total population. As a group, they have a significant and undeniable impact on the society and economy of Maryland. However, the research completed by this Commission provides clear evidence that African-American males have, and continue to, fair poorly in Maryland when compared to the remainder of the population. Further, it was found that the past trends suggest little or no improvement in this condition for the future. There is a need to correct these inequities if Maryland is to position itself for its future. The correction of the inequities found by the Commission will begin the process of providing African-American males the opportunities to release their many untapped treasures. Providing these opportunities will improve the current condition of African-American males and will serve well the entire State.

The challenge before the State and African- American males is to transform this current situation into one where African-American males thrive, grow and make many positive contributions to the people and institutions of Maryland.

A number of factors exist that render this challenge a formidable one. Among them are racism on the part of the larger community, low self esteem on the part of some African-American males and a predisposition to spending resources for the treatment of symptoms rather than finding remedies for the causes of problems and developing effective prevention mechanisms. To bring about a change in the current condition of African-American males, many must make a concentrated effort to depart from "business as usual."

... it is necessary to collectively design an environment that will spawn and support improvements for African-American males in four key areas: health, education, employment and economic development, and criminal justice.

Hence, it is necessary to collectively design an environment that will spawn and support improvements in five key areas: health, education, employment and economic development, and criminal justice. The four are inextricably intertwined. An improvement in the overall state of African-American males necessitates simultaneous positive change in each area. The creation of positive change depends on the following critical elements:

1. *A predisposition toward positive change;*
2. *A knowledge and understanding of the root causes of sub-optimal conditions, circumstances and outcomes;*
3. *A change in policies, practices and attitudes;*
4. *The availability and allocation of resources to support and sustain change, and;*
5. *The selection and implementation of intervention programs that will effect systemic change and institutionalize an environment that nurtures, protects and supports African-American males.*

It is very important to understand that the improvements sought are not solely for the benefit of African-American males but for all families, and communities, in Maryland. African-American males can only prosper in an environment where everyone is valued. However, African-American males have, for too long, gone uncared for, unrecognized for their positive contributions, and unrewarded for their accomplishments in the face of significant odds.

Society has too often alienated, criticized, and blamed African-American males for many of their ills. In many instances, African-American males have been the victims, rather than the initiators, of the ills. As a result, many African-American males are convinced that there is no hope for them. For some, this has led to despair and hopelessness. This has left them unable and unwilling to fight for better conditions or to trust the sincerity of any effort to "improve things." For others, this has led to defiance and the motivation to fight back. However, too often the fight is not waged against the "real enemy." When this occurs, creative resources, intellect, physical strength, and fortitude are lost. As a result, the value of African-American males is lost from their own lives, their families, and the State of Maryland.

The majority of African-American males work hard to live productive lives. They overcome great odds daily, raise their families and excel in numerous areas. Yet, a review of specific conditions and outcomes indicates that much is needed to bring equity to their lives so that they may realize that they have even greater potential.

The majority of African-American males work hard to live productive lives. They overcome great odds daily, raise their families and excel in numerous areas. Yet, a review of specific conditions and outcomes indicates that much is needed to bring equity to their lives so that they may realize that they have even greater potential.

The Commission has found that life could be much better for Maryland's African-American males. The improvements, which must be implemented to ensure a better life for African-American males, can be realized while producing an overall lower financial and emotional cost to society. The task of creating a better environment requires the dedication and the support of State and local governments, local institutions, community organizations, families, and friends of African-American males. The short term costs of developing a better environment will be off-set by long term savings in areas such as unemployment, incarceration, and long term medical care.

The findings and recommendations of the Commission set the stage for action and have already resulted in positive changes in some cases. The real challenge now is to appropriate the resources and set into motion the forces that will accomplish the objectives embodied in these recommendations. The Commission remains committed to this end.

Believing that positive change is necessary, possible, and beneficial to all, the Commission presents its findings about African American males in Maryland to the Governor. It is the Commission's contention that when implemented, the recommendations presented in this report will result in improvements in many areas of life for African-American males. In turn, African-American males will be empowered to act as a force that will be beneficial to all.

About This Report

This report summarizes the findings and recommendations of the Maryland State Governor's Commission on Black Males. It reflects the research, experiences and contentions of the Commissioners and the many men, women and children who testified at numerous hearings held throughout Maryland. It culminates three years of effort and only partially reflects the many hours of research, analysis, and hearings that were expended to arrive at this point. The results are by no means exhaustive, but they create a point from which progress and improvements can begin.

The report is divided into four main sections: Health, Education, Employment and Economic Development and Criminal Justice respectively. Each section contains a case for change and concludes with a set of recommendations. The rationale for recommendations are provided to give the reader a clearer vision of the intent and objective of each recommendation. The reader is encouraged to explore these as well as alternative solutions to tackle and resolve the problems facing Maryland's African-American males.

The report contains an abundance of information received from numerous experts in the relevant fields. The final recommendations, presented in this report, also include the consideration of the substantial number of opinions and preferences individuals provided in hours of testimony at numerous hearings. The information, time, and dedication tirelessly given by those involved in the report's development and recommendations were given with the belief that they will provide the impetus for positive change.

While the report does not specify who optimally should implement each recommendation, the underlying belief was that improvement requires the concentrated effort of everyone and that those who care will find a place to participate. Many stake holders will find that they (individuals or organizations) are suitable to take the lead in implementing various recommendations. It would be presumptuous to think that in all cases the optimum initiator/leader will step up to the challenge. It is, therefore, incumbent on those who have the vision that a better Maryland for African-American males is a better Maryland for all citizens to carry the load wherever and whenever possible. To be successful, most recommendations will require the collaboration and/or input from many.

It is therefore, incumbent on those who have the vision of a better Maryland for African American males and therefore all citizens, to carry the load wherever and whenever possible.

Finally, it is significant to note that a number of intervention programs and projects have already been initiated, expanded in scope or geographic location, or improved their quality of service, as a result of the findings of the Commission. Some have been funded and supported by the State of Maryland. Several of these initiatives are identified as such in this report. They are significant because they set the tone and pace for others to follow.

A brief discussion of the work and recommendations of the effort of each subcommittee of the Commission follows. Each subcommittee endeavored to identify the real cause and effect for the condition of African-American males in Maryland. To complete its research the entire Commission held a series of public hearings and focus group meetings across the State of Maryland, which included:

Baltimore City, at City Temple Baptist Church
Largo, at Prince George's County Community College
Salisbury, at Wesley Temple United Methodist Church
Easton, at the Office of the Mayor and City Council
Baltimore City, at the Herman L. Toulson Correctional Boot Camp After Care Program

Focus group meetings were held in:

Princess Anne, at the University of Maryland Eastern Shore
Baltimore City, at the Baltimore City Board of Education

The Commission expresses its gratitude for the consideration and the assistance of everyone involved in making these facilities available for these meetings.

Intrinsic in each subcommittee's findings are three common elements. Essentially, each set of findings recognized that:

> *The condition of African-American males in Maryland is directly related to an erosion of their self-esteem. This erosion is the result of a long history of exclusion from the larger society. Low self-esteem begins and perpetuates an attitude of despair which produces what is often called the "dark dungeon of the mind." Until some meaningful corrective action is taken, this problem will continue to manifested itself in ways that are damaging to the African-American male, his community, and the State of Maryland.*

Each subcommittee recognized that its findings and recommendations are not exhaustive, and that the subcommittees will not provide necessary follow-up of services, research, and continued progress. As a result, each subcommittee specifically made the following joint recommendations:

JOINT RECOMMENDATIONS

RECOMMENDATION I: **To develop an Office of Minority Health in the State Department of Health and Mental Hygiene. This Office would serve as a central coordinating place for all programs and policies impacting on the health of minorities in Maryland. The establishment of a fully staffed and funded office would also reinforce the commitment of the Governor and Secretary of DHMH to focus upon the health problems of African-American males.**

RECOMMENDATION II: **To establish a permanent Commission on Black Males and incorporate it into the State Charter, thus enabling it to receive funds from the State.**

HEALTH:

The Health Subcommittee focused upon the health problems and needs for health services among the African-American male population in Maryland. This was accomplished through several sequential steps: including a needs assessment evaluation and a more detailed examination of specific health problems concerning Maryland's African-American males.

A needs assessment was conducted. This was an overall evaluation of health status of African-American males compared to that of white males in Maryland. After this assessment was conducted, a more detailed examination of the specific health problems within various age groups was completed. This examination included the controllable risk factors for each health problem and suggested programs and policies that would serve to control the risk factors. The underlying factor was that the controlling of certain risk factors would greatly reduce the disparities in health status between African-American males and white males.

The Health Subcommittee was divided into two working groups: the Program Group and the Community-Focus Group. The Program Group identified relevant policies and programs which could be used in Maryland to reduce health problems among African-American males within various age groups. The Community-Focus Group had as its focus the identification of methods to work with the residents of the African-American community and community-based organizations. This allowed for creative exchanges about important health problems among African-American males in the State as well as strategies to address these problems. Both groups investigated causes of problems, and resources available to implement needed changes, before developing the recommendations presented.

The members of the subcommittee were very concerned about the extent of differentials in the health status between African-American males and white males in Maryland. These differentials cut across all age groups and disease classifications. Moreover, there were also disparities in access to health care and health insurance between these two groups.

The recommendations developed reflect the recognition of the members of the subcommittee that approaches to such extensive problems of health care and insurance must be comprehensive. They require the involvement of the executive as well as the legislative branches of state government. There is a clear need for better coordination and outreach within existing programs. The development of additional programs aimed at African-American males entails the rethinking of current approaches and the development of new ways to go about creating a healthy environment and life-style for African-American males. Positive changes will be notable in the health indicators related to African-American men in Maryland.

The recommendations of the Health Subcommittee follow:

RECOMMENDATION H - I:	**Develop a mechanism in the State to reduce the number and percentage of African-Americans who have no health insurance.**
RECOMMENDATION H - II:	**Develop programs and coordinate with health care providers and insurers to reduce other barriers which deny minority groups access to health care. Such**

barriers include the lack of continuous care, long waiting periods before seeing a provider, and the lack of comprehensive care. Model programs such as Greenspring Pediatrics or those available at Community Health Centers should be expanded.

RECOMMENDATION H - III: Provide resources for the development and evaluation of family support centers. These centers should include programs such as: male mentoring and manhood development; parenting skills development; self-esteem development; health risk factor reduction; and mental health promotion.

RECOMMENDATION H - IV: Provide resources to expand the work of community and other groups to increase the number of culturally specific disease prevention, health promotion, and quality of life programs. Such programs would address lifestyle-related risk factors (e.g., smoking, alcohol consumption, drug use and unprotected sexual behaviors) that are associated with multiple illnesses and injuries (e.g., cancer, heart disease, AIDS, homicide).

RECOMMENDATION H - V: Provide resources for further research into the successful development and implementation of culturally specific quality of life programs. This includes evaluation research, development of health-related materials, and behavioral research about programs that provide young Black males with a sense of life alternatives.

RECOMMENDATION H - VI: Encourage the Department of Health and Mental Hygiene to continue its present emphasis upon prevention, emphasizing the delivery of primary care to minority populations.

RECOMMENDATION H - VII: Promote the development of school-based health programs to provide health services to African-American men, while also providing linkages to other needed services. The services provided in the schools should include risk factor reduction and disease prevention.

RECOMMENDATION H - VIII: Expand the development of programs to prevent the spread of Human Immunodeficiency Virus (HIV) in the African-American community in Maryland. Also, develop services for those already infected.

RECOMMENDATION H - IX: **Work with other currently existing Commissions (e.g., Infant Mortality, and Substance Abuse) and other groups (e.g., Council on Teen Pregnancy, Office of Minority Affairs), to develop programs and policies of mutual interest that reflect the overlapping, multifaceted nature of many health problems that negatively impact African-American men in Maryland.**

RECOMMENDATION H - X **Work with State and local health departments to determine the extent to which existing programs can be coordinated or modified to more effectively reach and serve minority populations in Maryland.**

RECOMMENDATION H - XI: **Adopt, on a Statewide basis, a community-focused approach to address the health problems of African-American men. This would involve communities identifying both important health concerns, and methods to address these concerns.**

RECOMMENDATION H - XII: **Provide resources to assist communities that are developing programs to address the health problems of African-American men. This should include access to State resources and technical experts.**

EDUCATION:

The Education Subcommittee addressed issues associated with the total learning experiences of African-American males. Problems and their causes are identified and the guiding philosophies in support of suggested improvements were developed and provided.

There are two key issues that make up the foundation of the learning experience: *culture and values*. They include the creation of a learning environment that is supportive and relevant to allow African-American males the opportunity to develop high self-esteem and cultivate values that include love, integrity, discipline and responsibility.

The expansion of *cooperation between school and community* and the role it would have in enhancing the learning experience for African-American males was investigated. The focus here was on family involvement and community support. The visibility and involvement of positive role models in the home and in the community is a necessity for the improvement of the education of young African-American males. Churches, businesses, and foundations must also become viable partners and avail their resources to the educational and socialization process of African-American males.

The concept of *school restructuring* was investigated to determine how changes in the current method of educating all of Maryland's children could benefit young African-American males. The restructuring process would require the change of many of the current instructional models, educational curricula and school management systems which are no longer effective in educating

African-American children. Selecting optimum restructuring models must consider the following: accountability for student achievement; the effect of ability grouping upon educational outcomes and self-esteem; the placement of African-American in emotionally impaired or learning disabled classes and the associated role of teacher training; quality education options; equity in funding; the teaching of critical thinking and problem solving skills; parent and community involvement; and the involvement of role models.

The high unemployment rate and unemployability of African-American males mandate that educational programs must *prepare African-American males for the workforce*. Thus, the need for coordination between educational institutions and other social and economic institutions is critical.

The correlation between school drop-outs and their involvement in criminal activity forces attention on *education as an important component to crime reduction.* Education paradigms must pursue preventive measures. The large number of African-American males currently involved in the Maryland criminal justice system also mandates *prison education* programs if released offenders are to successfully integrate into society and become productive citizens.

Recommendations presented by the Education Subcommittee follow:

RECOMMENDATION E - I:	**Expand and develop additional emphasis on the teaching of values, character, and culture as a part of the existing social studies curriculum;**
RECOMMENDATION E - II:	**Expand and develop additional emphasis on co-operative roles of schools, families, communities, businesses, and institutions in the education of African-American males;**
RECOMMENDATION E - III:	**Expand and develop career education within the school curriculum;**
RECOMMENDATION E - IV:	**Expand and develop the school restructuring concept to be inclusive of all children;**
RECOMMENDATION E - V:	**Expand current and provide additional resources to schools attended by children living in poor communities and school districts;**
RECOMMENDATION E - VI:	**Expand resources provided to the education of individuals involved with the criminal justice system; and**
RECOMMENDATION E - VII.	**Expand resources to allow and emphasize the motivation for more African-American males to pursue post-secondary school education.**

EMPLOYMENT AND ECONOMIC DEVELOPMENT:

The goal of the Employment and Economic Development Subcommittee was to recommend changes and initiatives that will increase the economic well-being of African-American males. As a result of the information gathered by this subcommittee, a philosophy encompassing the goal of "teaching men to fish" instead of "giving a man a fish" is central to the recommendations presented. The subcommittee's objective was to explore new paradigms for improving the economic conditions of African-American males by "teaching them to fish."

There must be a vision regarding policies to address the problems of improving the employment and economic well being of African-American males. Many efforts to address the problems of the poor and disadvantaged of our communities have missed the mark. Consequently, government-operated programs should not be the only vehicles for improving the economic well being of African-American males. The African-American community needs an infusion of resources to become self-sustaining. True economic gain will only be realized through entrepreneurial activities at all levels. To achieve this we need to increase self-esteem and the ability to *Think Big*, as the title of Dr. Benjamin Carson's book suggests. The African-American community, church leaders, businesses, and entrepreneurs must play a leading role in formulating and implementing the policies.

Policies to improve the employment and economic well-being of African-American males must not be developed in a vacuum. A "holistic" approach is needed taking into consideration the needs of the family unit and the entire community. As African-American males gain economic independence, they will learn to better develop their communities.

The development of models that will assist African-American males and their communities in becoming self-sustaining is necessary. These models must adequately address three important aspects of racial inequality in the Maryland economy: education; job location versus residence location; and lack of business ownership.

The initial recommendations of the Employment and Economic Development Subcommittee were made available for review and modification at five public hearings and two focus group meetings. The final recommendations for improvements in employment and economic development include many of the suggestions and concepts offered at the local level.

The recommendations presented by the Employment and Economic Development Subcommittee follow:

RECOMMENDATION EED - I: **Develop new and extend current educational programs that will prepare African-Americans for employment and increase entrepreneurial awareness through public school curriculums from kindergarten through grade 12.**

RECOMMENDATION EED - II: **Develop new and increase current resources for African-American business expansion in affected areas and increase the opportunities for new African-American owned businesses.**

RECOMMENDATION EED - III: **Develop new and increase current resources and practices that allow for the training and employment of more African-American males in the private and public sectors.**

CRIMINAL JUSTICE:

The objective of the Criminal Justice Subcommittee was to review the overwhelming disparity between African-American male involvement in all phases of the crime and punishment areas of the Maryland criminal justice as compared to white males. The impetus for the study by the subcommittee is the disproportionate representation of African-American males under some form of correctional supervision. The subcommittee's rationale was that statistics alone only provide a view of the manifestation of underlying problems. As such, the subcommittee explored a number of the underlying problems to develop some corollaries with their effect i.e., (the involvement of African-American males in the criminal justice system). The subcommittee then explored a number of programs that are in existence to gauge their positive effect on the problem.

Most notably, the subcommittee found that 76% of all males incarcerated in Maryland as of January, 1993 were African-Americans. A commonality was found among these men: most came from unstable family environments; most were school drop-outs; most were either unemployed or underemployed; most were unable to acquire adequate legal representation; and most suffered from a lack of respect for themselves. Each of these have a direct relationship to the other. Therefore, to create a change in the African-American male's involvement in the criminal justice system other opportunities must be provided to allow him to expend his time and energy toward more positive and productive goals.

The subcommittee explored some *solutions that included working* within the community and the State. The result of this exploration caused the subcommittee to advocate the expansion and duplication of a number of the programs that have been developed and implemented within the community, including programs developed by churches, schools, businesses, and other organizations; the expansion of community policing; a rethinking of the conservative attitude about drugs and drug related crimes; providing early substance abuse treatment for incarcerated males, providing more effective and relevant educational programs for incarcerated men, and the expansion of the Herman L. Toulson Boot Camp with particular emphasis on its After-Care Programs.

The recommendations presented by the Criminal Justice Subcommittee follow:

RECOMMENDATION CJ - I: **Expand current programs and develop additional ones that would provide African-American males more educational and training opportunities. Special consideration should be given to those who are "at-risk" and those who are already involved with the criminal justice system;**

RECOMMENDATION CJ - II:	**Solicit, increase and coordinate the involvement of the African-American community, community organizations, institutions, and businesses with African-American males who are involved, who have been involved, or "at risk" of becoming involved in the criminal justice system;**
RECOMMENDATION CJ - III:	**Develop an alternative approach to the "war on drugs" equally emphasizing the treatment of the root causes of the substance abuse problem and the resulting capture and confinement of drug offenders; and**
RECOMMENDATION CJ - IV:	**Expand the services provided by the Boot Camp program and develop other centers after this model.**

HEALTH

INTRODUCTION

The health and vitality of a society is dependent on the physical, mental, emotional, social and spiritual "well being" of its individual members. Likewise, a strong vital society will foster healthy conditions, attitudes, behavior and healthy people. The general health of any group within the society is reflected in almost every aspect of that group's existence and significantly impacts on all others. It is therefore in the best interest of the total population to maximize the health of each individual member and each group within that society to ensure the health and vitality of the society.

The mental, emotional and physical health of African Americans, particularly African-American males, is among the poorest of any group for which data currently exists. The poor health of African-American males is manifested in many aspects of their lives. This, in turn, has a detrimental effect on the African-American community. Maryland cannot solve the health problems of African-American males in isolation from other states in the country, but it must apply its know-how and resources to affect improvements and reverse negative trends within the State. If it does not, Maryland will continue to suffer the abhorrent and staggering consequences. The current health status of African-American men is enough to bring into focus the severity of the problem and the need for change.

The mental, emotional and physical health of African-Americans, particularly African American males, is among the poorest of any group for which data currently exists.

An understanding of how to optimize the health of African-American males can only be developed by gaining an understanding of the impact that outside factors have had on them. Many of these factors can be controlled. Focus should be placed on the controllable root causes of health problems (i.e., prevention) and adequate health care services for African-American males in Maryland (i.e., intervention).

... recommended solutions must consider problems, causes and resources for implementing needed changes...

An overall evaluation of the health status disparities between African American males and white males in Maryland helps quantify and define the problems. This comparison in no way suggests that the health of non-African-Americans is fine with no need for improvement. Contrarely, a number of improvement sought for African-American males are possible only through systematic changes that will improve the health status of all citizens of the State. A number of programs and policies to improve the health of African American males and white males exist and are examined here as a basis for development of additional solutions and enhancement or expansion of existing programs and projects.

Research indicates that specific health problems exist within various age groups. These problems have individual risk factors that vary from age group to age group and require various types of interventions.

Some of the data presented in this report has been separated by age group to facilitate a more thorough analysis and specific set of recommendations. A separation by age groups permits the identification of policies and programs that can be used in Maryland to reduce health problems among African-American males. These age groups are:

- *Birth - age 14 years*
- *Age 15 - 24 years*
- *Age 25 - 49 years*
- *50 years and older*

Also included is the identification of a number of methods for effectively reaching the residents of the African-American community and community-based groups that could provide input about important health problems among African-American males in the State. These groups may also suggest strategies to address these problems and most importantly participate in and support positive change

The overwhelming majority of African-American males (approximately 90%) are concentrated in the two urban areas of the State, Baltimore City and Prince George's County. . . . the urban environment creates a set of health care problems different from those found in the suburban and rural areas . . . congestion impacts on the frequency and intensity of communicable diseases, social health problems, and stress related problems.

The subcommittee surveyed a number of major health problems, some of their causes, and resources for implementing needed changes before developing the recommendations presented in this report. Finally, a series of administrative recommendations are presented to support the effective implementation of changes required to improve the overall health status of African-American males.

DEMOGRAPHIC FACTORS

African-Americans make up approximately twenty-five percent (25%) of the entire population of the State of Maryland. (Of the total African-American population, approximately 500,000 are African-American males.) **The overwhelming majority of African-American males (approximately 90%) are concentrated in the two urban areas of the State, Baltimore City and Prince George's County.** Studies show that the urban environment creates a set of health care problems different from those found in the suburban and rural areas of the State. The density of the population and the congestion caused by the density impacts on the frequency and intensity of communicable diseases, social health problems, and stress related problems. As a result, African-American males are full prey to many of these illnesses.

By comparison, the African-American male population is somewhat younger than the white male population as reflected in Table H - 1. This phenome$xn is also reflected in national statistics. Approximately 90% of the non-white population in Maryland is African-American.

Table H -1
Characteristics of Resident Population
United States and Maryland: 1987

	Number (in thousands)	Percent	% < 15 Years
UNITED STATES			
White Male	100,589	42.7	43.1
Black Male	14,103	6.0	8.1
White Female	105,231	44.7	40.9
Black Female	15,633	6.6	7.9
MARYLAND			
White Male	1,626,480	35.8	33.7
Nonwhite Male	565,920	12.5	16.9
White Female	1,718,540	37.9	32.6
Nonwhite Female	624,920	13.8	16.8

. . . the African-American male population is somewhat younger than the white male population as reflected in Table H - 1.

INDICATORS OF PROBLEMS AND NEEDS

One method of measuring the health disparity between African-American males and white males is by comparing various life indicators.

Several key indicators are typically used to compare the overall health status of different population groups. These indicators include: life expectancy from birth, age adjusted mortality rates, and infant mortality rates. The magnitude of health problems and the need for health services among African-American males are readily observable when these health status indicators for African-American males are compared to those for white males. Accordingly, the health problems of African-American males and their lack of access to adequate health care is critical in Maryland.[1]

Health Status Indicator 1. - Life Expectancy: This indicator is used to compare the predicted life expectancy of African-American males to white males at birth. Life expectancy differentials reflect the increased mortality from a variety of causes throughout life. The life expectancy of African-American males at birth is 65.1 years compared to 70.9 years for white men. At age forty (40) the life expectancy for African-American males is 3.9 years less than that for white men, Table H - 2.

The life expectancy for African-American males is consistently shorter than the life expectancy for white males.

Table H -2
Life Expectancy in Years for Males,
Maryland 1979 - 1981

	White	Black
At Birth	70.86	65.13
At Age 40	33.73	29.85

Adapted from Orr 1990 presentation to Maryland Governor's Commission on Black Males[1]

Health Status Indicator 2. - Mortality Rate: The age adjusted mortality rate from all causes of death for African-American males in Maryland is 1.4 times that for white males, Table H -3. [2]

Table H -3
Age-Adjusted Death Rates For Males by Race
United States and Maryland: 1982

	Nonwhite Males	White Males	Ratio Nonwhite: White
MARYLAND	993.7	708.6	1.40
UNITED STATES	1035.0	706.0	1.47

*Adjusted using direct method to 1940 United States Population.

The mortality rate for African-American males is 1.40 greater than the mortality rate for white males from all causes of death

Health Status Indicator 3 - Infant Mortality Rates: Infant mortality for African-Americans in Maryland is 1.9 times that of whites. This rate is greatly influenced by the rates of low birthweight (5.5 pounds or less at birth), which is more than two times greater for African-Americans than whites, Table H -4 .

Table H -4
Infant Mortality Rates and Percent Low Birthweight
By Race in Maryland: 1987

	Nonwhite	White	Ratio
Infant Mortality	16.6	8.6	1.93
Neonatal Mortality	11.7	5.8	2.01
Postneonatal Mortality	4.9	2.8	1.75
Percent Low Birthweight	12.11	5.5	2.18

*per 1,000 Live Births
Adapted from Maryland Vital Statistics, Preliminary Report, 1988.

The infant mortality for non-whites is 1.9 times greater than the infant mortality for whites. The primary cause is low birthweight babies.

LEADING CAUSES OF DEATH

The information reflected in Tables H-2, H-3, and H-4 reveals that the disparity in the health status of African-American males and their white counterparts begin at birth. The type of health disparities can be shown by a review of the leading causes of death in Maryland. [2] The largest disparity in mortality rates between African- American men and white males exists for deaths caused by homicides. As shown in Table H -5 the mortality rate for African-Americans caused by homicide is almost seven (7) times that for whites. Other significant causes include cerebrovascular disease, malignant neoplasms, and diseases of the heart.

The greatest disparity in causes of death between African-Americans and whites is homicide. The homicide rate of 43.6 per 100,000 persons for African-Americans is 7 times greater than the 6.3 rate for whites.

Table H -5
Death By Causes

Per 100,000 Population for Selected Leading Causes of Death: By Race, Males, Maryland: 1982

	Mortality Rate		Ratio
Causes of Death	Nonwhite	White	NW:W
Diseases of the Heart	295.0	263.5	1.12
Malignant Neoplasm	271.4	175.5	1.55
Cerebrovascular Disease	53.6	32.2	1.66
Accidents	48.9	44.0	1.11
Pneumonia & Influenza	18.4	13.1	1.40
Diabetes Mellitus	17.8	10.0	1.78
Homicide	43.6	6.3	6.9

Additionally, Acquired Immune Deficiency Syndrome (AIDS) has become a major health problem among African-American males in Maryland over the past decade. The information reflected in Table H -6 compares the number of AIDS related illnesses and deaths between African-American males and other ethnic groups. The representation of African-American males is disproportionately high.

Table H -6

Baltimore Adult/Adolescent* AIDS Cases

AIDS Cases By Race
Reported Through September 12, 1990

Race/Ethnicity	Number	Percent
White	301	(23)
Black	997	(76)
Hispanic	13	(1)
Other/Unknown	3	(0)
Total	1314	(100)

*Age 13 or Older
Adapted from Orr 1990 presentation to Maryland Governor's Commission on Black Males.

TRENDS FOR DIFFERENT AGE GROUPS

The disparities in health status exist across many age groups between African-American males and their white counterparts. However, there is one constant: more African-Americans die as a result of health-related problems than white males across all age groups shown. The disparity in mortality is greatest for mature adult African-American males, ages 25 - 44 years. During this twenty year period, the mortality rate for African-American males is more than twice that for white men, Table H -7.

Table H -7 Deaths In the Prime Of Life
Males, by Race and Age, Maryland: 1982 All Causes

Death Rate per 100,000 Population

Age (years)	* Nonwhite	* White	Ratio
15 - 24	150.7	132.8	1.13
25 - 34	312.1	149.6	2.09
35 - 44	464.0	204.5	2.27
45 - 54	1101.6	617.1	1.78
55 - 64	2690.0	1655.4	1.63

Adapted from Orr 1990 Presentation to Maryland Governor's Commission on Black Males.

The mortality rate for African-American males is more than two times greater than the mortality rate for white males between the ages of 25 to 44.

TRENDS OVER TIME

The current health disparity between African-American males and white men is not a recent occurrence, but one that has been present for decades. The data reflected in Table H -8 show the magnitude of the disparity using the Age Adjusted Mortality Rate as the key indicator. There has been scant improvement in the mortality rate of non-white men when compared to white men. Hence, the mortality rate was approximately 1.6 times that of white men in 1940 and 1.4 in 1982 despite the great advances in medical training, technology, and treatment regimens. This indicates that there are some reasons other than technology for the state of the overall health of African-American males.

The disparity in mortality rates between white males and African-American males have existed for decades. The advances in medical training, technology, and treatment have created only a minuscule of improvement.

Table H -8
Average Age-Adjusted Mortality Rates
Per 100,000 Population for Males by Race Maryland: 1940-82

	White	Nonwhite	Ratio: NW:W
1940	1279.8	2029.4	1.59
1950	1022.2	1509.4	1.48
1960	978.7	1358.6	1.39
1970	927.4	1301.7	1.40
1980	752.7	1007.3	1.34
1982	708.6	993.7	1.40

Adapted from Orr 1990 presentation to Maryland Governor's Commission on Black Males.

MITIGATING FACTORS

The disproportionately high unemployment rate and low income level for many African-American families translates into living conditions that promote unhealthy lives. This is prominent particularly with African-American males. These factors not only contribute to an unhealthy state, but they also limit access to health care for African-Americans. Unemployment and low income, in most instances, negate any discretionary funds for care, particularly preventive care. In most instances, African-American males indulge in self treatment until the ailment is no longer tolerable. Table H-9, H -10, and H - 11 reflect the economic causes of limited access to adequate health care.

Table H -9
Economic Characteristics by Race,
Maryland: 1979

	Black	White
Median Family Income	$16,829	$24,686
Per Capita Income	$ 5,704	$ 9,103
Percent Below Poverty Level		
All Families	18.5	4.5
All Persons	21.3	6.3
All Children Below Age 18	26.6	7.0
Families with Female Householder	35.8	16.2

Unemployment, lower income levels, the lack of health insurance, and limited access to health care are some of the mitigating factors for the disparity in health status between African-American males and white males.

Table H - 10
Health Insurance Coverage For Persons Under Age 65

Percent By Race, United States - 1989

	Black	White
Private Insurance	59.2	79.7
Medicaid	17.1	4.5
Not Covered	22.0	14.5

Source: Adapted from Health, U.S., 1990 (U.S.Dept. of Health and Human Services)

Table H - 11
Access To Health Care

Average Number of Physician Vists
Per Person Per Year
Males: By Age and Race
United States 1985 - 1987

Age (Years)	Race	Total	Those in Fair or Poor Health
<18	W	4.3	15.6
	B	2.7	6.3
18 - 44	W	3.0	12.7
	B	2.5	11.1
45 - 65	W	3.8	13.3
	B	4.1	11.5
>65	W	6.2	13.0
	B	4.0	13.1

RISK FACTORS

There are numerous risk factors which account for the magnitude of the disparity of health status between African-American males and white men. Many are the result of social ills such as unemployment and underemployment, congested living conditions, lack of health education, lack of access to health care, and social behavioral patterns. The following Figures 1 through 3 summarize the relationships between risk factors and health problems for three age groups. The information shown, particularly in the column entitled "Approaches Already In Place," is not exhaustive.

Figure H - 1
Matrix of Major Health Concerns
Birth to 14 Age Group

Problem	Risks for Problem	Approaches Already in Place	Solutions/Strategies
(1) Low Birthweight (preterm delivery)	Lack of adequate prenatal care (access; early enrollment); smoking; teenage pregnancy; nutrition; substance abuse; chronic diseases (e.g., hypertension)	WIC PWC smoking cessation in clinics	Provide health insurance to pregnant women; expand content of care - smoking; nutrition; facilitate early enrollment in care; expand WIC to enroll more women.
(2) Infant Mortality a. Neonatal mortality closely linked to low birth weight (preterm delivery)	See low birthweight (above)		See above
(2) Infant Mortality b. Postneonatal Mortality Major Causes: SIDS Accidents Homicides Infections Illnesses (e.g., meningitis)	poverty, smoking in household; lack of access to health care/insurance, hazards in housing (smoking, lack of smoke detectors, guns)		decrease poverty among young families, increase access to comprehensive pediatric care programs, increase health insurance coverage, increase safety of households; institute gun control.
(3) Lack of Immunizations	poverty; lack of access to health care and insurance		increase access to sources of routine care; increase access to health insurance; increase effort to enroll children in routine care; increase community outreach for immunizing children
(4) Elevated blood lead	poverty;hazards in housing; lead in soil/dust		decrease lead exposure from dust/paint; increase screening through facilitating access to care/insurance

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Figure 1 Continued: Risk Matrix for Major Health Concerns - Birth to Age 14

Problem	Risks for Problem	Approaches Already in Place	Solutions/Strategies
(5) Accidents	poverty; hazards in household, neighborhood		smoke/fire detectors; guard rails on balconies and windows; smoking cessation
(6) Homicide	neighborhoods; poverty; parenting		gun control; parenting education
(7) AIDS	infected mother (I.V. drug user)	AIDS prevention projects among women	
(8) School-related problems (e g , learning disabilities)			early detection of health problems that underlie school or learning problems
(9) Mental Health - children - parents (maternal depression)			increase screening in pediatric care setting (content of care)
(10) Prevention issues			school-based prevention related to drugs, STDs, AIDS, smoking, etc.

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Figure H - 2

Matrix of Major Health Concerns

15-24 Age Group

Problem	Risk Factors	Current Approaches	Solution/Strategies
(1) AIDS	• unsafe sex • needle sharing • feelings of inadequacy	• AIDS administration projects • Baltimore City School peer programs • HERO youth outreach • Baltimore City Health Department programs (APPLE, etc.)	• increase substance abuse treatment programs geared toward teens • intensify HIV education and prevention in school and other settings • increase involvement of churches and other community organizations • provide more funding for AIDS treatment & prevention
(2) Other Sexually Transmitted Diseases	• unsafe sex • inadequate human sexuality education and counseling • feelings of invulnerability	• Title X Family Planning • sex/health education	• develop a school health education curricula that emphasizes positive health behaviors
(3) Substance Abuse (including alcohol & nicotine)	• peer pressure • media images • targeted advertising • family history	• federal/state/local substance abuse treatment programs	• peer group counseling • adolescent health counseling programs • targeted media campaigns
(4) Injuries (intentional and unintentional)	• alcohol/substance abuse • family history of violence • childhood abuse/neglect • drug trade • availability of handguns • increased lethality of handguns	• gun control	• programs to improve parenting skills

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Figure 2 continued: Risk Matrix of Health Concerns - Ages 15 - 25

Problem	Risk Factors	Current Approaches	Solution/Strategies
(5) Adolescent Pregnancy	• risk factors less clear for black males than for females	• Title X • Baltimore City Health Dept. "Healthy Teens" and other initiatives • school health clinics • Campaign for Our Children media ads • Governor's Council on Adolescent Pregnancy	• develop programs to aid young fathers with employment • focus attention on young father's rights and responsibilities • develop support groups for young fathers • increase attention to prevention targeted at young males
(6) Dental Care	• poor dental hygiene • poor diet • limited/episodic health care		

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Figure H - 3

Metrix of Major Health Concerns
25-54 Age Group

Problem	Risk Factor	Programs in Place	Solution/Strategy
(1) Heart Disease	**Mental Health Factors** • stress • depression • low self-esteem • repressed anger/free floating anger • dysfunctional self-concept • learned helplessness • substance abuse **Compliance Factors** • failure to adhere to preventive health screening and treatment regimen (e.g., diet, medication and exercise) **Targeted Advertising** • multimedia advertisements designed to increase the usage of alcohol and tobacco among urban African-American males **Utilization Factors** • health care availability, accessibility (e.g., health insurance) and acceptability (e.g., courtesy, respect, cultural sensitivity) • inadequate health related knowledge and misdirected attitudes and beliefs about positive health practices **Nutritional Factors** • cholesterol, fats, fiber, alcohol, sodium and body weight	Information is needed on in-state and out-of-state programs particularly those designed for African American males. Information is also needed on in-state and out-of-state programs which could be tailored to the needs of African-American males.	• A moral and financial commitment is needed from the Governor and the state legislature. • The criminal justice system, religious organizations, and community groups must consolidate to increase socialization of African-American males. • Middle class African-American males must encourage working-class and lower class African-American males. • There must be an increase in the number of minority health providers and regional community-based "one-stop" health screening centers.

Figure 3 Continued: Risk Matrix of Major Health Concerns - Ages 25 - 55

(2) Cancer	**Mental Health Factors** (See Problem 1 above) **Compliance Factors** (See Problem 1 above) **Targeted Advertising** (See Problem 1 above) **Utilization Factors** (See Problem 1 above) Inadequate health related knowledge and misdirected attitudes and belief about positive health practices **Carcinogenic Factors** • disproportional health risks to African-American males due to work site and environmental exposures and environmental exposures		
(3) AIDS	**Mental Health Factors** (See Problem 1 above) Inadequate health related knowledge and misdirected attitudes and belief about positive health practices **High Risk Behavior** • needle sharing and unprotected sex		

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RECOMMENDATIONS:

The overall health of a community and each individual within that community, is paramount to that community's present well being and its future prospects. A community that is unhealthy, physically, emotionally, and mentally, is weak regardless of any progress it makes in other areas. That community will remain weak until its unhealthy conditions have been dramatically improved.

The health of the African-American community has reached a critical state and is in need of intensive care (See references 3 - 5). Most revealing is the extent of the disparity in the health status between African-American males and white men. These differentials cut across all age groups and disease classifications. Moreover, there are acute disparities in access to health care and health insurance between African-American males and white males. Accordingly, white males are healthier, have healthier children; live longer; and have better access to medical care for prevention care and treatment. Until there are positive changes in health of African-American males, the African-American community and the State of Maryland will suffer.

The recommendations presented here are made with the recognition that a change in the health condition of the African-American community in general, and the African-American man in particular, will require extensive and comprehensive treatments. They must involve everyone within the State of Maryland. Individuals, community organizations and institutions, medical care facilities, and the executive and legislative bodies of our local and state governments. There is a clear need for better coordination and outreach within existing programs, for additional programs aimed at the African-American community and the African-American male, and new ways of thinking about the development of a healthy environment and life styles for African-American males.

It is clear that many of the disparities in the health condition of African-American males are the result of underlying disadvantages in education and income. The recommendations presented here have great promise. Included at the core of these recommendations is the mechanism for the implementation of short-term and long-range plans for phasing in additional programs and policies that will improve the health condition of African-American males.

RECOMMENDATION H - I: **Develop a mechanism in the State to reduce the numbers and percentages of African-Americans who have no health insurance.**

RATIONALE: The lack of health insurance presents a clear barrier to the receipt of needed medical care. African-Americans are more likely than whites to be uninsured. [6] *The development of a successful program that will increase access to health insurance in Maryland will ultimately create improvement in the health status of African-American males. Since the current health insurance system is based upon employment or the ability to pay, African-American males (who are more likely than their white counterparts to be unemployed) are especially disadvantaged.* [6]

RECOMMENDATION H - II: **Develop programs and coordinate with health care providers and insurers to reduce other barriers which delay adequate health care for minority groups. Such barriers include the lack of continuous of care, prolonged waiting periods between seeing a health care provider, and receiving comprehensive care. Model programs such as Greenspring Pediatrics, or those currently operating at various Community Health Centers, should be expanded.**[7-9]

RATIONALE: The removal of financial barriers alone does not ensure equity in access to health care between Blacks and whites or between the poor and those that are not poor. System-related barriers also deny African-Americans, particularly African-American males, access to health care.

RECOMMENDATION H - III: **Provide resources for the development and evaluation of family support centers. These centers should include programs such as: male mentoring and manhood development; parenting skills development; self-esteem development; health risk factor reduction; and mental health promotion.**

RATIONALE: Comprehensive programs such as those described in these recommendations have been shown to have far-reaching beneficial effects in high risk populations.

RECOMMENDATION H - IV: **Provide resources to expand the work of community and other groups to increase the number of culturally specific disease prevention/health promotion/quality of life programs. Such programs should address lifestyle-related risk factors (e.g. smoking, alcohol consumption, drug use and unprotected sexual practices) that are associated with multiple serious illnesses and injuries (e.g. cancer, heart disease, AIDS, homicide).**

RATIONALE: Lifestyle or behavioral patterns dramatically impact on many of the causes of excessive mortality among Black males. Culturally specific, comprehensive risk reduction programs, such as mentoring programs, may help to reduce risk of multiple health problems.

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RECOMMENDATION H - V: **Provide resources for further research into the successful development and implementation of culturally-specific quality of life programs. This recommendation includes evaluation research, development of health-related materials, and behavioral research about programs that provide young Black males with a sense of life alternatives.**

RATIONALE: The successful development and wide-spread implementation of mentoring and other programs will require curriculum materials and on-going evaluations of various approaches. Additionally, approaches that are based upon the recognition that many low income men do not view health and health care as critical issues must be developed.

RECOMMENDATION H - VI: **Encourage the Department of Health and Mental Hygiene to continue its present emphasis upon prevention and to further emphasize the delivery of primary care to minority populations.**

RATIONALE: Several large studies have demonstrated that money spent on preventive or primary care services (e.g., prenatal care, immunizations) saves money by preventing serious long-term health consequences. For example, the Office of Technology Assessment demonstrated that every dollar spent on prenatal care saves at least three dollars in the care of preterm or low birth weight babies.[10]

RECOMMENDATION H - VII: **Promote the development of school-based health programs to provide health services to African-American males, while simultaneously providing linkages to other needed services. The services provided in the schools should include risk factor reduction and disease prevention.**

RATIONALE: Experimentation and adoption of unhealthy behaviors, such as smoking, occur among males as early as elementary school age. School health programs could play an important role in health promotion/disease prevention, as well as in delivering primary care to an underserved population.

RECOMMENDATION H - VIII: **Expand the development of programs to prevent the spread of Human Immunodeficiency Virus (HIV) in Maryland's African-American community. Also, develop services for those already infected with HIV.**

RATIONALE: The number of African-Americans inflected with HIV in Maryland is large and growing. Programmatic efforts need to be directed at slowing the spread of infection, and providing needed services to those who already have AIDS.

RECOMMENDATION H - IX: **Work with other currently existing Commissions (e.g., Infant Mortality, and Substance Abuse) and other groups (e.g., Council on Teen Pregnancy, Office of Minority Affairs), to develop programs and policies of mutual interest that reflect the overlapping, multifaceted nature of many health problems that negatively impact African-American males in Maryland.**

RATIONALE: Coordination of efforts may lead to the types of comprehensive, multidisciplinary programs that can successfully reduce health problems among African-American males.

RECOMMENDATION H - X: **Work with state and local health departments to determine the extent to which existing programs can be coordinated or modified to more effectively reach and serve minority populations in Maryland.**

RATIONALE: In a time of extreme fiscal shortages, it is necessary to seek creative ways to use existing resources to meet new goals. This might include re-focusing certain programs or coordinating outreach efforts between programs.

RECOMMENDATION H - XI: **Adopt, on a Statewide basis, a community-focused approach to address the health problems of African-American males. Specifically, communities would be involved in identifying important health concerns and addressing these concerns.**

RATIONALE: Residents of communities are valuable resources in the successful development and implementation of programs to *improve health status. However, their view of health problems may be quite different than those of persons outside the community. Health problems may be a relatively low priority in a disadvantaged community where economic concerns are primary. Thus, it is imperative to work along with these groups in order to clearly understand the socioeconomic and health concerns of various communities.*

RECOMMENDATION H - XII: **Provide resources to assist communities in developing programs to address the health problems of African-American males. This should include access to State resources and technical experts.**

RATIONALE: Communities generally do not have the economic resources to obtain necessary space or technical expertise. For example, many programs could benefit from access to parks.

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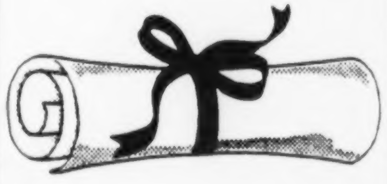
EDUCATION



CULTURE AND VALUES

THE IMPORTANCE OF THE EDUCATIONAL PROCESS

The culture and values of a society embody its entire way of living: spiritually, intellectually, and materially. Thus, a society's culture and values are directly tied to its internal history and its relationship to world history. These ties define the society's social and political relationships, and ultimately determines its psychodynamics. When a society is made up of diverse groups, it, by nature, becomes a multicultural society and must be inclusive of all of its diverse groups if it is to continue to exist. If the experience of an entire group within the society embodies the denial of that group's contribution to the history of the society and the world, that group is deprived and the society is weakened. Therefore, a strong society is one that makes use of the strengths of all of its diverse groups and develops an inclusive heritage that can be continued.

Much of what has happened in America has contributed to the erosion of the self-esteem of African-American men. Recent history shows that the American society has changed from one that practiced *de jure* segregation to one that practices *de facto* segregation. This change does not appear to have strengthened the African-American male's place in the society. In some instances, his place in the society has been weakened by the transition.

Much of what has happened in America has contributed to the erosion of the self-esteem of African-American men.

One of the major consequences of this transition has been the weakening and sometimes destruction of key African-American institutions. These institutions played important roles in preparing African-American males to confront a rigidly segregated society. The weakened institutions include the church, the segregated school, and key economic institutions, such as banks and insurance companies, that were the only African-American choices in a segregated society. The rationale for this phenomenon was that with the end of *de jure* segregation, these separate institutions were no longer needed. The loss of these counteracting institutions has left the African-American male population to secure and stabilize its identity alone amidst a society that still practices both overt and subtle institutional racism.

The demise of the African-American press has left the world of most African-American males to be defined, almost totally, by others.

Perhaps one of the most significant institutions weakened in the transition from a *de jure* segregated society was the African-American press. The demise of the African-American press has left the world of most African-American males to be defined, almost totally, by others. The reporting by the dominant press, without a countering opinion by the African-American press, leaves an impression that most African-American males are: involved in drugs; criminally inclined; physically

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threatening to everyone; and of limited mental and intellectual capacity. These inferences are major contributing factors to the negative image of African-American males. They also contribute to the African-American male's low self-esteem and perpetuates an attitude of despair and exclusion. The fact that the press is one of predominate tools of persuasion and education makes this an especially troubling situation, particularly when one views the importance of education to the society.

The most important task of a society, for its continued existence, is to guide its children from youthful dependency to adult independence. This guided transition is termed as the "educational process." The "educational process" must include the teaching of the society's culture and values. To be relevant, the process must include the contributions and value of all parts of the society. If the "educational process" is not inclusive, the esteem of the deprived group becomes weakened. As a result, the societal whole is weakened. The African-American male has been historically excluded from this process. The transition from a *de jure* segregated society has not, in a real sense, brought about an inclusion of the African-American male in the "educational process." Therefore, changes in the "educational process" are required, and these changes must include the African-American male.

The most important task of a society. . . is to guide its children from youthful dependency to adult independence. This guided transition is termed as the "educational process". . . The African-American male has been historically excluded from this process. . . . Therefore, changes in the "educational process are required . . .

Changes in the "educational process" regarding African-American males must be extended to taking them from an "at-risk" status to one of high achievement. The "educational process" for African-American males, by necessity, must include more than the basic educational parameters of developing skills in reading, writing, and mathematics. It must include some specific "guiding" parameters that develop a set of values or ethical standards that allow the child to grow in the understanding of his responsibility to himself and to humankind. The absolute values of love, friendship, honesty, integrity, loyalty, discipline, and responsibility are essential parameters to the child's growth and development. However, these values can only be taught and practiced in an environment that is not only supportive but also relevant. A supportive environment is safe physically and provides the encouragement needed to allow each child to realize his or her fullest potential. To be relevant, these values must be taught in the context of a multi-cultural social experience.

. . . the ultimate goal must be based upon the single belief that, in America, every child has a right to be educated to his/her maximum potential.

Preparing African-American males to participate fully and productively in developing their future as members of the American society will require a multi-faceted approach. The miseducation of the African-American male is the result of a broad spectrum of individuals, groups, and institutions, often acting at cross purposes. The solution to the problems, then, must also arise from equally diverse groups. While the groups must be diverse, the ultimate goal must be based upon the single belief that, in America, every child has a right to be educated to his/her maximum potential. Therefore, in addition to the parents and schools, other institutions such as churches, museums, theaters, community organizations, the media, and "rites of passage" programs have the responsibility of being involved with and contributing to the education of the African-American male.

SCHOOL and COMMUNITY CO-OPERATION

The move away from a *de jure* segregated society to a largely *de facto* segregated society has brought about some unintentional negative consequences for many African-American males. The transition destroyed many key institutions that assisted the African-American male to adjust to a segregated society. The destruction of these institutions has put the onus of the education of African-American males on the family and the community. Unfortunately, neither family nor community support systems have been able to fill the void.

The strongest educational tool that can be developed is education by example. The educational process begins at the elemental level of the family unit. It is here that the African-American child should begin to learn responsibilities, values, and the rudimentary skills of reading, writing, and mathematics. A combination of environment and racism has eroded this early process. Instead of using their professional expertise to begin the healing process of the African-American family by teaching good parenting skills, neither Social Services or criminal justice agencies provide incentives to keep the African-American father in his home. The removal of the father removes the primary respected role model. Incarcerated African-American males repeatedly state that they would have made different choices, as members of society, had they had a proper role model. Surveys have shown that the African-American family ties remain strong when the father is residing in the home, even if he is unemployed.

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Another unintentional casualty of the transition from a *de jure* segregated society is the loss of successful role models living within the community. Many organizations, business owners, and institutions, such as churches, social or fraternal organizations, and merchant associations have moved out of the community. In those instances where the organization may still be housed in the community, many of the individuals who make up the organization's membership have left the community. The majority of these individuals no longer feel a responsibility to the young urban African-American. Some have come to believe the negative image of the African-American male presented by the media. Their departure removes from the community the heritage of the African-American's ability to overcome, seemingly, insurmountable obstacles. It appears that many have forgotten that they have the same role to play as their parents and neighbors.

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Individuals, including those who no longer live in our predominantly minority communities, must also step forward to serve as role models and to help organize mentoring programs.

Too often, churches in the African-American community act as sleeping giants. Some have initiated some very innovative efforts to assist their community schools and developed educational programs on their own. However, the majority of the African-American churches appear not to want to be involved. The history of the church within the African-American community is rich with its involvement in the growth of African-American leaders and the development of a stabilized community. Today, some churches apparently feel justified in waiting for the community to come to them or limiting their assistance to their membership rather than developing outreach programs.

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Many businesses have initiated some efforts in pressing for changes in the "educational process" of our nation's children. The impetus for their concern has more to do with the requirements of their operation than the intrinsic value of education. Businesses are spending billions of dollars each year for: remedial training of their employees; payment of health related expenses that are the result of substance abuse; time loss due to family problems and other social ills; and screening applicants for employment positions. Many have found that pre-employment training, not only in job skills but social values, diminishes these social expenses and positively effects their bottom line. Research indicates that only a small portion of the dollars spent on training are directed towards African-American males.

The philanthropic community's involvement in the education of African-American males in the future is critical. Foundations, for the most part, have had the opportunity to review many worthy proposals with a goal of community development. Few offer the same combination of need and potential for "making a difference" to the nation as does the educational achievement of African-American male youth. While the desire and the proposals for foundation support is very competitive, the foundations themselves must take the initiative to search for those points of leverage and potential multiplication of efforts that can effect wide-scale change.

SCHOOL RESTRUCTURING AND EDUCATION REFORM POLICIES:

AS THEY AFFECT AFRICAN-AMERICAN MALE ACHIEVEMENT

The economy of the United States has been, and still is, based primarily on agriculture and industry (i.e., manufacturing). The basis for the nation's economy has, in a large sense, had an effect on its culture including how it educated and still educates our children.

Traditionally, public schools were developed in such a manner as to accommodate an agrarian-industrial culture. That is the time and subject matter used in the "educational process" revolved around the economic concerns of the region and the country. While there have been some advances in the process, the public school system still revolves around the same agrarian-industrial model. This model assumes the following:

- *All children learn at the same rates from similar stimuli. Since this is the case, all children should spend the same time with informal classes.*
- *It is both efficient and effective to primarily rely upon a single teacher, teaching students through rote memorization by a basically lecture teaching method.*
- *Schools should be in session for 3/4 of a year with the summers off. Originally, summers were not in session so school children could help with planting and other agricultural chores that were more intensive during the summer. Currently, the non-summer session is supposed to accommodate family vacation schedules.*
- *In this traditional model, based on factories in business, children are treated as a commodity to be molded and processed rather than as unique, vital, and creative individuals having unlimited potential.*

The agrarian-industrial model no longer serves the majority of our children well. It especially does not serve African-American male children well who make up a large percentage of public school students in Maryland. In Maryland, more than 30% of all children in the public education system are African-Americans. The limitations inherent in the agrarian-industrial model does not allow the creativity needed to develop programs that can meet the changing demands in talents and skills. The group concept of the model does not allow the creativity in teaching to meet the unique needs of individual children, especially African-American children. This model does not advance the need to create educational programs to meet the particular needs of our individual children, especially African-American male children.

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In Maryland, more than 30% of all children in the public education system are African-Americans.

The ineffectiveness of the educational system, based on the agrarian-industrial model, persists because all of our children are not equally valued. The method the educational system uses to select, classify, and segregate children is outdated and ineffective for a majority of our children. Currently, schools serve the purpose of selecting some children to guide for leadership in the society by adequately preparing them for college entrance. For a smaller number of others, the educational system provides adequate vocational skills training for

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lucrative trades or vocations. The education of those not clearly identified as going immediately into higher education are consistently given less emphasis and resources in spite of their importance and value. This latter group makes up the majority of the students in Maryland. That is, the majority of students in Maryland will enter the labor market without immediately seeking higher education of any type.

If we are ever to address the critical needs of African-American male students in public school systems and the pressing needs of all students in public schools, it is important to view schools differently from how they are viewed at present.

School Restructuring: From Theory to Reality

African-American male children would benefit if all children in the school system were equally valued and seen as persons with unlimited potential. The focus of the public education system should be to stimulate and unlock the inner motivation that starts all students down the road to reaching their unlimited potential. Unfortunately, it is not likely that schools, as they are currently structured, will ever look on the majority of children they serve as having unlimited potential.

If we are ever to address the critical needs of African-American male students in the public school system and the pressing needs of all students in public schools, it is important to view schools differently from how they are viewed at present.

The educational system in the country and in Maryland, and the politicians that oversee them, appear to stress the business principle of efficiency as a priority as opposed to the quality of the education received by all children. This becomes especially apparent as educational budgets come under increased scrutiny and as public funds for education are reduced. Students are seen as commodities and schools as factories. Schools are even referred to as "physical plants." The measure of success, for the most part, is how well the student body of a school performs on national standardized tests. The unquestioned assumption is that those students that score the highest on these tests are truly the students with the most intelligence and potential, and that the school was the most important factor in bringing these students to that point of achievement. Therefore, it is assumed that the most efficient schools are those that produce students which score well on national standardized tests. These are the schools that get more recognition and resources.

The fallacy in this approach is the reliance on standardized test results to determine the efficiency of any school. It has been shown that standardized tests can only measure, to a very limited degree, the body of classical knowledge the child has internalized. There is little evidence that standardized tests can measure the potential of the child. Research has shown that standardized tests inherently work against students from lower socio-economic backgrounds, students whose command of the English language is weak, and especially, African-American male students. The history of racial inequality in educational and economic opportunities, that still persist today, are discounted as having any impact upon differences in performance on these tests. The assumption is that the objective, standardization of the tests measures the ability of all individual students equally and without bias. Since African-American students, in general, and African-American male students, in particular, consistently score one standard deviation below white students on these tests, African-American male students are not looked upon by educators (including many African-American educators) as having equal potential, much less unlimited potential.

Whenever there are significant performance differences between students, it is appropriate to look at the school for some of the answers. It is easy to understand differences in student performance if the students are exposed to different curriculums or set of teachers. Racial differences would be magnified if students of one race, regardless of their socio-economic conditions, did not receive the same exposure to enriched curriculums or were consciously subjected to lower expectations than students of another race. African-American male students would be especially disadvantaged if, in addition to all of the above, they are looked upon as threatening.

There is a great deal of evidence to demonstrate that all children are not equally valued; that some children are clearly valued more than other children; and that African-American male children are valued least of all (provided they are not star athletes).

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One: School and district achievement accountability through standardized testing

Accountability in schools is a desired goal and must be encouraged, but the method of holding schools accountable for student performance is a matter that is subject to question. Maryland gives local school districts an annual report card based upon commendable statewide standards. This would be a fair standard if all school districts were equal. The standard of rating school districts in Maryland ignores the significant advantages of wealth and the disadvantages of poverty of the families of children and schools within each district. It similarly ignores the compounded effects of these wealth-based advantages over time. The current method of rating school performance magnifies the accountability of a school and a district but grossly under-emphasizes the responsibility of larger entities such as the state and the federal government to assure that each school district and school provide the same level of education to its students. The policies of omission from these larger entities have been greatly culpable, over a long period of time, for the inequities between school districts and the significant differences from school to school within school districts.

Two: Effect of ability grouping upon educational outcomes and self-esteem

Over the last few years the tendency of schools to use ability grouping, "tracking" as it is often called, has been increasingly implicated as a major barrier to equal educational opportunities for most students. Tracking, magnet schools, honors courses, and other means of homogenous grouping permit more resources to be committed to valued students and fewer resources and expectations are allotted to the less valued students. The less valued students are typically those who are socially and economically disadvantaged and are more likely to be African-American males. Tracking has created separate and inherently unequal classrooms, courses, teachers, and even schools within the same district. This is a new version of *de facto* separate but unequal educational opportunities within *de jure* integrated settings.

The emphasis on "tracking" is in direct opposition to highest expectations for every child and assuring that every child has a sense of success in school. The report of the Commission for Students at Risk noted that tracking during the middle school years was a major barrier to achieving the basic educational goals for "at-risk" students. It is also important to note that the extensive use of tracking and/or ability grouping is not only educationally unfair, it is a major cause of low self-esteem for African-American males. African-American males are three times as likely to be placed in special education classes than in those that require high ability and are intellectually challenging.

The use of "tracking" by schools and school districts gives an appearance that they have little concern for socially and economically disadvantaged children who may not be appropriately labeled. Further, they do not appear to be concerned with the majority of students who, by statistical definition, are average.

The difficulty in determining the academic aptitude and potential for success of a student, especially at an early age, makes this method of educating our children ineffective. In some cases it is damaging, particularly to students who have been classified incorrectly. No student likes to be labeled as slow, dumb, or not smart enough to keep up with their peers. Such negative labeling can and often does become a self-fulfilling prophesy, especially if done while the student is very young. Students exposed to this type of labeling from an early age will perform differently on standardized tests.

The use of "tracking" by schools and school districts gives an appearance that they have little concern for socially and economically disadvantaged children who may not be appropriately labeled. Further, they do not appear to be concerned with the majority of students who, by statistical definition, are average. The preference is given to those who have been determined to be "above average." Garrison Keeler, with tongue in cheek, refers to the mystical Lake Wobegon "where all the children are above average." Public and private education will be better off when the school administrators and educators believe and act upon the premise that all children, especially African-American male children, are likely to excel.

Three: The disproportionate placement of African-American male students into emotionally impaired (EI) or learning disabled (LD) classes and the fact that they are disproportionately subjected to the most severe disciplinary measures is not based upon deliberate bias.

The opposite end of the "gifted tracking" practice is the tendency for schools to separate the difficult, and sometimes threatening, student from the general student body. That is, there is often a sentiment to remove students from classes when they are hostile, indifferent, hyperactive, and/or aggressive.

Although this practice may not be a direct result of racial bias, African-American male students disproportionately comprise the majority of students classified as Emotionally or Mentally Retarded (EMR) and are placed in special education classes. A 1990 study performed by the Massachusetts Institute of Technology (MIT) found that African-Americans are under-represented in high achievement curriculums and over-represented in special education curriculums. Further, the study found that African-American students are more likely to receive severe disciplinary actions. According to its report on the study, MIT found that African-American students make-up 16% of the national student population but have only an 8% membership in all honors, advanced placement or gifted and talented classes. Nationally, they make-up 31% of those who receive corporal punishment, 25% of all student suspensions, and 35% of those categorized as EMR. [1] In Maryland's public schools, where African-Americans total one out of every three students, African-American males are consistently under-represented in honors, gifted, and talented classes. Yet, African-American males are over-represented in disciplinary suspensions and in EMR, EI, and LD classes.

In Maryland's public schools, where African-Americans total one out of every three students, African-American males are consistently under-represented in honors and gifted and talented classes. African-American males are over-represented in disciplinary suspensions and in EMR, EI, and LD classes.

One explanation for why this happens was given by Dr. Richard Majors, a Harvard trained scholar at the University of Wisconsin at Eau Claire. Dr. Majors noted that:

> *While people often look at the expressive lifestyles of black males as threatening, aggressive and intimidating, which is the reason blacks are suspended more frequently and for longer periods of time, and are more likely to be assigned to remedial courses and classes for the disabled. Also the disproportionate drop-out rate or push-out rate is due in large part to the cultural misinterpretation of these behaviors.* [2]

The placement of most students in special education groups is, more often than not, the result of a diagnosis by a school retained professionals. The diagnosis, made by these professionals, are usually derived from the results of limited standardized tests. These tests measure the student's ability to perform based upon his or her

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acquired knowledge or skills. From these results, the professional makes a diagnosis of any learning disabilities and predicts the child's ability to perform in the future. Research has shown that a student's attitude in the classroom could be the result of a number of factors other than a limited learning ability. The diagnosis of these professionals generally do not actively consider the student's socio-economic background or other problems such as eating disorders, lack of nutrition, family break-up, homelessness, or physical, mental, and/or substance abuse in the home. These are problems that effect the student's performance in the classroom, but these problems can not be corrected through special education. While these problems can be found in all communities, they are especially noticeable in the African-American community and appear to adversely effect more African-American children.

Once a diagnosis is made, the school appears to have an unwillingness to return the student to the general student body. The rationale is that until the student shows an ability to perform at a level with his or her peers he or she should be maintained in a special education program. This conclusion would only be relevant if the student's other problems have been treated. Although African-American male students should not be disciplined by being placed in special education classes, in many cases, the parents of such students are often unable or unwilling to challenge such classifications and categorizations which are backed by the power and resources of the school system. To challenge such classifications often requires the services of a professional advocate in order to prevent the placement in a program that is often categorized as exclusionary or warehousing.

Every school district in Maryland, especially school districts such as Baltimore City and Prince George's County, with a majority of African-American students needs to give a high priority to special training for teachers to be better able to understand and help African-American male students.

Every school district in Maryland, especially school districts such as Baltimore City and Prince George's County, with a majority of African-American students needs to give a high priority to special training for teachers to be better able to understand and help African-American male students. A similar case can be made for certain Maryland counties where African-American students are the majority within certain school administrative districts. This condition holds for parts of Dorchester, Somerset, and sections of Montgomery, Baltimore, and Anne Arundel Counties. However, the school's requirement to show its efficiency based upon standardized performance precludes their becoming better equipped to deal with children who need special attention. Disproportional allocations of African-American males in special programs are examples of inadequate financing for education and the long range cost of not adequately investing early in our students with special needs.

Four: Current Maryland Public Schools provide quality educational options for all students

The quality of educational opportunities and options is strongly influenced by conditions beyond the school building and the school district. Other factors appear to have a greater influence over the options that a student is given such as the number of poor children in a school or in the school district, the number of children with special language needs, the value of taxable property in the school district, the amount of and the distribution of support funding from larger entities (i.e., state and federal governments), and other pressing needs of the community.

The most observable outside influence is the comparative wealth of the community and the effect it has on the quality of educational options. There is a direct correlation between the average wealth of the community and the attention its schools place on the special problems faced by its students. *To be effective, the system must be more flexible and teachers and administrators within the system must understand that each child is unique.* Some children learn better in cooperative efforts with peers. This should be encouraged. Some children learn best by listening, some by observing, while others learn best by experiencing. These distinct learning traits are observable at early ages. This means there must be greater attention to and availability of preschool education, especially for poor children. While there are programs directed towards the early childhood education of poor children, the average wealth of the child's family or community has a greater influence over the child's access to quality pre-school education. The report of Maryland's Commission of Students at Risk points out that families with incomes exceeding $35,000 enroll their four-year olds in a pre-school program 65% more often than families with incomes below $10,000 (See page 7 of the report.).

The quality of educational opportunities and options is strongly influenced by conditions beyond the school building and the school district. . . . The most observable outside influence is the comparative wealth of the community and the effect it has on the quality of educational options.

In Maryland, as elsewhere, outstanding examples of the value of variety in education in private and parochial schools are visible. Private schools have long demonstrated the value of single sex education for some children. Many private schools have stressed values by taking the focus off of material consumption and clothing competition, at least within the school environment, by requiring uniforms. Uniforms take student attention away from gold chains, fancy earrings, team jackets and fancy sneakers. Some of the educational options of private schools should become more available to public schools where the overwhelming majority of African-American male students attend. Some children, especially African-American male children, deserve this same opportunity. The subcommittee recognizes and commends the availability of this choice in some public schools in Baltimore City.

Five: Poverty is not an excuse for the relatively poor position of African-American males in Maryland

Experience has shown that poverty does not cause lower educational achievement. Many poor people, including many poor African-American males, are able to overcome many handicaps and become successful. In spite of this, there are consistent and persistent associations of poverty with low educational performance, higher probability of school drop-out (twice as high as the non-poor), and higher rates of becoming incarcerated.

The Maryland Report of the Commission for Students at Risk notes that poor children in Maryland often start out in school behind their more affluent peers (See page 7 of the report.). This does not refer to the children who start out behind due to physical or other health related disabilities. These children start out behind because they are poor and soon begin to fall further and further behind in school. Among 16 year olds who have lived most of their lives in poverty, 40% have repeated at least one grade. This is twice the failure rate of their peers. Poor teenagers are four times more likely than non-poor teenagers to have below average basic skills and make up a disproportionate share of teen parents. This is not a problem that is only affecting African-American families. *The Children in Need* statement of the Committee for Economic Development pointed out that in 1985, 67% of African-American children, over 70% of Hispanic children, and nearly 50% of white children in the United States live in poverty.

> ***The Maryland Report of the Commission for Students at Risk** notes that poor children in Maryland often start out in school behind their more affluent peers. . . . These children start out behind because they are poor and soon begin to fall further and further behind in school. Among 16 year olds who have lived most of their lives in poverty, 40% have repeated at least one grade, twice the failure rate of their peers.*

As students fall further and further behind in school, the likelihood that they will drop out increases. Maryland's *Challenge Report* stresses that almost one million children drop out of the nation's public schools annually (See page 5 of the Report.). In Maryland, almost 15,000 students a year drop out, which, ironically, is almost equal in size to the state's prison population. The prison linkage is strong. A study of literacy levels among Maryland prisoners found 93% of them scored below accepted standards of functional literacy. Studies repeatedly find disturbing but strong correlations among states with high drop out rates and those with large prison populations. It is sad to know that 25% of those Maryland students who entered the 9th grade in Maryland public schools in 1989 will not graduate in 1993, some may never graduate.

The lack of family and community resources is compounded by the state and local school financing system and distribution policies. It must be realized that children come to schools with different needs and home/community support systems. It would be reasonable to expect that students who are less advantaged due to a lack of educational support and experiences at home would be more able to get their educational needs met at school. Providing such support would be in the interest of the state and local governments. Research has shown a direct correlation between low educational achievement, high unemployment, and high prison populations. Intervention through quality educational options would be a more cost effective method of decreasing this problem.

Unfortunately, the current system of state and local school financing seems to provide more resources to communities that are able to mobilize additional school financing resources. Thus, schools with high proportions of poor children or children in need are not provided with as many resources per student as schools that have fewer children in need. The priority should be that more than the average amount of state resources should go to poor schools and families. The sad and tragic fact is that the Students at Risk report showed that Maryland public schools are not prepared to meet this challenge.

Six: The highest educational priority of Maryland public schools is providing basic skills such as reading, writing, and arithmetic.

The changes in society and in the workplace indicate that the "educational process" that only emphasizes basic skills will continue to generate a disadvantaged group. According to the *Commission for Students at Risk* report, production processes depend more upon computers, production teams must develop decision-making skills, manufacturing jobs require greater intellectual ability, and farms are few and mechanized. (See page 6 of the report.) This increasingly sophisticated workplace means that many jobs created over the next ten years will require more literate workers with creative thinking and problem solving skills, workers who have learned how to learn.

> *. . . the current system of state and local school financing seems to provide more resources to communities who are able to mobilize additional school financing resources. Thus, schools with high proportions of poor children, or children in need, are not provided with as many resources per student as schools who have fewer children in need.*

We must now ask what is it that we expect restructured schools and school districts to give African-American males? Essentially, they need empowerment skills to help them cope with increasingly difficult life choices. These empowerment skills include: the ability to read and communicate effectively; the knowledge of how to be an effective consumer; a chance to reflect upon one's basic values; an understanding of one's own and other cultures; basic knowledge about health and nutrition; knowledge about how to apply for and finance college as early as 9th grade; knowledge of how one can get and keep legitimate employment; and preparation for being an effective parent.

Seven: Schools can be successful for African-American males with or without parent and community involvement

The fact is obvious that schools cannot be successful in reversing the tide against young African-American males alone. Schools, families, and communities greatly need each other and must work jointly if each is to have any hope of success. This means that there must be a proactive and welcomed co-ordination of efforts between schools,

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families, and communities. Territorial disputes over who can best achieve results have been shown to be ineffective. One entity can not bring about corrective change alone. Experience has shown that schools evidencing an unwillingness to actively generate and accept family and community support and involvement have not been successful in handling the particular needs of African-American male students. The reliance on quick fixes and minor adjustments, such as tracking the problem student, has not generated a solution to the overall problem.

The current system that provides the least counseling to those who need it the most has not been successful. The pioneering research on effective schools by the late Dr. Ron Edmonds at Harvard, the later pioneering work of Dr. James Comer of Yale in New Haven, and cooperative learning breakthroughs of Dr. Robert Slavin of Johns Hopkins University, point to a comprehensive approach to education with the active involvement of parents and the community as indispensable ingredients. The *Student at Risk* report found that:

> *Tinkering and quick fixes do not work. The lessons learned from the schools, influenced by the research of Dr. James Comer of Yale University, Dr.Robert Slavin...and others, demonstrate that energized school management teams, active parental involvement, and an interactive learning environment tailored to students' needs can make successful outcomes; the Comer's techniques have been transplanted to some schools in Prince George's County; Slavin's approach, "The Success for All" school, is being replicated in a few Baltimore City elementary schools.*

"African-American males are best able to teach African-American boys how to become African-American males."
Dr. Spencer Holland

Eight: Do African-American role models make a difference?

As Dr. Spencer Holland states, "African-American males are best able to teach African-American boys how to become African-American males." The problem of poverty and race is compounded with the absence of a positive male figure in the home. It is regrettable to note that we still have not learned that some of our welfare policies that actually encourage an unemployed father to leave the home have dire and long lasting consequences. Their departure removes the primary teacher and role model for African-American male youths.

According to recent statistics, the loss of role models in the home is and will be compounded by the lack of role models in the schools. There are fewer African-American and other minority teachers in public schools nationwide, and the prediction is that these numbers will continue to decrease. The *Quality in Education* report notes that many minority teachers who are currently in the workforce will be retiring over the next decade and the supply in the pipeline is not adequate to replace them. The supply of African-American males was inadequate even before these anticipated retirements. With the enrollment of minorities, including African-American students, reaching record highs, this situation is exacerbated. This problem cries out for emphasis on special efforts.

PREPARATION FOR THE WORK FORCE

The Situation For Black Males In The Workforce

A consensus of all national and local employment and education statistics indicate a bleak situation for African-American males. Based on national and statewide statistics, unemployment for African-American males is approximately twice the unemployment of white males. The Maryland Department of Economic and Employment Development (DEED) recently reported that:

- The national unemployment rate of African-American males is 12.9% (white male unemployment is 6.4%, African-American female unemployment is 10.8%, and white female unemployment is 5.5%).
- Maryland's rate of African-American male unemployment in 1991 was 9.6% (white male unemployment was 4.7%, African-American female unemployment was 9.9%, white female unemployment was 4.2%. For African-American males who are 16 to 19 years of age, the rate of unemployment was 29.9%).

The current lack of employment opportunities for African-American males can be deemed as one of the prominent reasons for their vulnerability towards participation in illegal activities (particularly drug-related activities). This problem will only increase unless more effective activities and programs are developed . . .

There appears to be a strong correlation between unemployment and dropping out of school. This correlation is readily observable when one reviews the drop-out data developed by the 1992 *Maryland School Performance Program Report*. This report shows that:

- The Maryland school drop-out rate for African-American males is 9.9% (white male drop-out rate is 4.1%, African-American female drop-out rate is 7.4%, and white female drop-out rate is 2.9%).

The current lack of employment opportunities for African-American males can be deemed as one of the prominent reasons for their vulnerability towards participation in illegal activities (particularly drug-related activities). This problem will only increase unless more effective activities and programs are developed that help keep African-American males in school and provide them the necessary information and

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training to insure a more equitable participation in the workforce.

To be relevant, any solutions will need to address the changes that are now taking place in the work place and those that are predicted for the future. According to the information provided in the report *United States Department of Labor Opportunity 2000: Creative Affirmative Action Strategies for a Changing Workforce*, the future work place will:

- Be made up of 80% women, minorities, and immigrants. One-third of those new workers will be minorities.
- Require higher skills than those now possessed by workers. Over one-half will require some education beyond high school and one-third will require a baccalaureate degree.
- Be in the areas of services and information.

The issues regarding African-American males in the workforce must be addressed quickly and systematically through a coordination of efforts between the educational system and other economic and social institutions.

SCHOOL FINANCE EQUALIZATION

Under the current system of public school financing gives the appearance that all children in Maryland are not valued equally. . . . The continuation of this pattern . . . gives the impression that the public school educational system is deliberately funded to provide educational advantages to upper income students.

The issue of school financing must be considered in the context of how the children in the State are valued. The current system of public school financing gives the appearance that all children in Maryland are not valued equally. The system in place permits and even encourages wide variations in the per capita annual educational expenditures. These variations are impacted primarily by the average wealth of the subdivision, the community, and/or the section of the school district in which a student resides. It appears that the system assures the children in our state who are fortunate enough to live in districts with either a high proportion of valuable property or a large number of high income families greater educational opportunities than those less fortunate. The continuation of this pattern, amid the research and data that shows the effects of poverty on educational performance, gives the impression that the public school educational system is deliberately funded to provide educational advantages to upper income students.

It has been pointed out that the most cost effective method of handling many of the State's social problems is through adequate and relevant education. It is, in fact, cheaper to educate effectively than to incarcerate. There is a direct correlation between the inadequacy of public school investment and the fact that 76% of the inmates in

Maryland prisons are African-American males. The majority of these men are without a high school education. It can be reasonably deduced that these statistics are an outcome of the continued lack of educational investment.

Statistical Comparison

In the times of tight budget constraints there exists the rationale that the State must distribute its limited funds to issues that appear to have more importance. However, if one compares Maryland to other states it is apparent that adequately funding public education in such a manner that all children are provided with the opportunity to achieve their maximum potential is of utmost importance. It is not only important, it is achievable. In this instance, a comparison to the State of Kentucky was made.

Similar to Maryland, State Department of Education of Kentucky recognized that there were inequities in the funding formula for some school districts within the state. The poorer jurisdictions did not have the economic base to provide adequate educational opportunities for its children. The State of Kentucky felt that inequality in education was a drain on the state's most vital resource, "its school-aged children." A comparison of educational efforts between Maryland and Kentucky is useful.

> *. . . if one compares Maryland to other states it is apparent that adequately funding public education in such a manner that all children are provided with the opportunity to achieve their maximum potential is of utmost importance. It is not only important, it is achievable.*

- Maryland ranks 5th in the nation in per capita income $19,487; Kentucky ranks 43rd with a per capita income of $12,822.

- Maryland ranks 35th in the percent of poverty category (ages 5-17), with an 11.9% rate. Kentucky ranks 7th with 21.2% of poverty (ages 5-17), almost doubled the percentage for the State of Maryland.

- Maryland's total student enrollment for the 1989 school year was 698,806. Kentucky's total student enrollment for 1989 school year was 630,688. In 1989, Maryland had 1217 schools and Kentucky had 1394 schools. (The information used for this comparison was obtained from the *U.S. Department of Education Student Performance Chart, May 1990.*)

The State of Maryland contributes 39.9% of the total state-wide educational expenditures, the Federal Government contributes 5.1%, total contribution from both state and federal is 45%. This formula leaves local jurisdictions with an aggregate of 55% contribution expenditure.

Montgomery County ranks 1st with a pupil expenditure of $6,841 and Cecil County ranks 24th with a pupil expenditure of $4,216. The average pupil expenditure statewide is $4,845. However, it must be pointed out that 16 of the 24 jurisdictions in the state have a per pupil expenditure below the state average. (The information for intrastate comparison was obtained from the Maryland Department of Fiscal Services, Jan. 1991.) All statistics listed are for the 1989 school year.

Based on the small amount of statistical data presented here, it can be argued that Maryland has all of the prerequisites necessary for the implementation of a new statewide school equalization formula that will provide the needed revenue to support educational programs which will enhance the opportunities of African-American male students.

PRISON EDUCATION

Most African-American males confined to prisons and jails re-enter the community. The community, the individual, and his family are better served if his re-entry were permanent. The individual will have a better chance of becoming a permanent part of the community if he is better educated upon release than when he entered prison. If the individual is employable or motivated to continue training to enhance his employability, the more likely his re-entry into the community will be permanent. This "dove-tails" with one of the most important functions of a prison: the rehabilitation of the individual prisoner. It is the function of the prison education system to prepare the majority of its prison population with functional literacy and marketable job skills. The goal should be to enable a successful transition from the prisoner status to that of a law abiding citizen after release. Additionally, a prison education program should teach inmates how to develop appropriate parenting skills, develop self-esteem, and value being a contributing member of society.

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The importance of prison education to the African-American male is readily observable when one recognizes the disproportionate representation of African-American males within the system. Among the 18,650 Division of Correction inmates counted in Maryland in October 1991, 17,773 were males and a disturbing 72% or 13,500 were African-Americans. In the local jails, during this same time period, there were 9,263 incarcerated persons. African-American men were not identified in this count. However, males comprised 8,644 of this count, and it is expected that African-American males were the majority. National statistics from 1989 counted over 4,000,000 persons under the supervision of the criminal justice system. African-American males numbered 325,583 and white males numbered 324,124. The number of African-American males incarcerated is disproportionately higher than their numbers in the population at-large, at both the national and state levels.

It appears that the majority of the African-American males who enter the prison system are from a former group of "at-risk" public education students who dropped out of school and never obtained a GED. The 15,000 annual public school drop-outs in Maryland closely compare to the 13,500 incarcerated African-American males. Test scores for inmates who take the Test of Adult Basic Education (TABE) tend to cluster around the 6th, 7th, and 8th grade equivalent levels. Test results indicate higher levels of reading competency than math for the majority of the inmates (calendar year 1991 Correctional Education data). However, not all inmates are tested. There are a number of reasons for this, including: length of sentencing, movement between institutions, staff shortage, and security issues.

For many inmates, attending school during confinement is the last opportunity for an education. Maryland has taken some steps toward providing educational opportunities for those that qualify. The prison education services teach functional academic and vocational literacy to inmates and provides some apprenticeship training, employment readiness training, and several non-occupational training. Some of Maryland's community colleges are contracted to provide non-credit academic and vocational education services in the prisons. In addition, some community colleges, four year colleges and universities offer credit courses to the incarcerated prisoners in various institutions.

. . . the majority of the African-American males who enter the prison system are from a former group of "at-risk" public education students who dropped out of school and never obtained a GED. The 15,000 annual public school drop-outs in Maryland closely compare to the 13,500 incarcerated African-American males.

Ideally, a prison education service should enable eligible individuals to continue employment training and education in GED programs, community colleges, vocational specialty schools, and four-year colleges. As most inmates do not return to an education program upon release, it is important that they receive some motivation while their are incarcerated. The need and importance of this has been validated by a number of post-release studies. These studies show that persons who complete an education program during incarceration are more likely to be employed after release. Inmates who completed a vocational program were found to have slightly higher paying jobs as shown in a U.S. Department of Justice Federal Bureau of Prisons Post Release Employment Project. Similar outcomes were documented locally in a report entitled, *Where are My Students Now*, a report about Maryland's Correctional Education students.

In Maryland, mandatory education for 90 days is required for persons testing below an 8th grade level in reading on the TABE and have a minimum sentence of 18 months. For inmates with limited cognitive abilities, a 90-day education program can not correct severe deficits in learning. An effort is made to provide the participants with successful learning experiences to hopefully solidify their interest and their continuation in an education program. The 1991 Correctional Education annual report cited that "89-90%" of its mandatory students

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remained in the school beyond the 90-day minimum time established by the 1987 state mandatory education law for the incarcerated. The Correctional Education Program's mission is "to provide basic skill instruction, job preparedness instruction, information services and personal development experiences. . ." Five goals, as summarized below, guide Maryland's Correctional Education program:

- *Adult Basic Education:* All residents (during confinement) will undertake a program of adult basic education with the goal of raising their ability to approximately the eighth grade level.
- *Occupational Education:* All residents will be provided occupational skills, academic instruction, vocational instruction, and integrated work and educational experiences.
- *High School Completion Program:* All interested residents will have the opportunity to be prepared to attain a diploma through examination.
- *Pre-Release Instruction:* Instruction in survival skills (those skills that are identifiable through curriculum and programs as critical to post release adjustment).
- *Post-Secondary Instruction:* Residents with prerequisites and a demonstrated interest will be evaluated to participate in post-secondary education.

Operating on three shifts, approximately 5,000 prison students received instruction daily through the Correctional Educational Program.

Operating on three shifts, approximately 5,000 prison students received instruction daily through the Correctional Educational Program. An examination of the program's five year performance records documented significant participant increases in the education program in nine of the state's prisons. Percentages of the population served ranged from 29% in FY '87 and FY '88 to 41% in FY' 90. There was a one percentage point drop to 40% in FY '91.

Program funding and staffing has been reduced over the past three fiscal years, due to Maryland's budget deficit. Decreasing the funding for this program is tantamount to increasing the cost of continuously warehousing the prisoners. . . . prisoners without a prospect of employment upon release are more likely to return to prison.

The program is now undergoing intense scrutiny. Until recently, as new prisons opened the State Department of Education's Correctional staff increased to meet the needs of growing prison populations. This trend was reversed because of the recent downsizing that occurred in the '91 and '92 fiscal years when program costs played a prominent role. Program funding and staffing has been reduced over the past three fiscal years, due to Maryland's budget deficit. Decreasing the funding for this program is tantamount to increasing the cost of continuously warehousing the prisoners. Studies show that prisoners without a prospect of employment upon release are more likely to return to prison. A former Maryland Superintendent of Schools referred to Correctional Education as the fast growing school system in Maryland. This may change if *Success for all Students*, the State Department of Education's mission, alters the number of students dropping out of public schools. Statistically, the majority of inmates entering prisons are school drop-outs. This leads one to conclude that those who drop-out of school drop into prisons.

Soaring homicide and genocide statistics and persistently high drop-out rates among young African-American males require the State to aggressively pursue prevention measures. It is imperative that we promote front-end funding in order to prevent criminal behavior. Most Division of Correction officials support front-end funding. We must find ways to prevent students from dropping out of school. Too often, those students who leave school prior to graduating are among the first to be incarcerated in our state. The average age of inmates, 31.3 years, is dropping because of the spiraling arrest and incarceration of younger men who were involved in drug related crimes. The attraction of profit is like a magnet for the African-American male who is unable to succeed in school and who has limited employment opportunities. To date, stringent incarceration laws have not deterred the drug traffic in our communities.

Three to four years is the average time served by Maryland's incarcerated non-violent offenders. Given this time frame, most of these incarcerated men should be able to earn, at minimum, a GED. In order to achieve this goal, we must begin to explore ways to expand prison education programs to more incarcerated persons. A side benefit of any prison education program is curbing inmate idleness. Educating the inmate is a benefit to the Maryland Department of Education, the Maryland Division of Correction, the individual, his family, and the safety of our community. Educating inmates so they will be employable upon release is an opportunity to aid in turning former inmates into tax payers instead of tax consumers.

RECOMMENDATIONS

In order to maintain itself as a world power, this society, the United States, can ill afford to lose any of its resources. The most valued natural resource of this society is its children and young adults. It is through these groups that the society will continue. Therefore, it must be the goal of the society to provide all of its children and young adults with the tools necessary for continuation. The most important tool is a quality and relevant education that is inclusive of all of the groups within the society. The information provided in this section of the report indicates that African-American males have not been included. As a result, a major portion of the natural resource of the United States has been discarded and the society has been weakened because of it. There is a need to correct this phenomenon by developing an educational system that will allow all of the society's children to grow strong and prosper.

To achieve an educational system that will provide an opportunity to all children, particularly African-American males, some specific goals must be set. As the plight of the African-American is the result of an evolutionary series of complex events, the recommendations for change are broad and difficult, but they are also necessary and possible. To carry them out, it will take an enormous allocation of energy, resources, and commitment; but the alternative is even more expensive. The evidence of that expense can be gleaned from scholarly papers and economic forecasts about the growing cost of ignorance which can be seen readily on our streets and is replayed every evening on the television news. The challenge is not simply a young African-American male problem but how we educate African-American males of all ages including our adult population. The answers lie in our nation working together, at every level, in what must be the greatest national challenge of the decade ahead . . . providing educational excellence for all.

The following committee recommendations are presented for consideration as representative methods to enrich and encourage development of self-esteem of African-American males. They especially focus on strengthening and/or broadening the scope of existing institutions. The goal is to develop changes and initiatives that will support the imperatives for African-American males to know and appreciate their cultural heritage and to provide opportunities for the education of values.

RECOMMENDATION E-I: *Expand and develop additional emphasis on the teaching of values, character, and culture as a part of the existing social studies curriculum;*

RECOMMENDATION E-II: *Expand and develop additional emphasis on co-operative roles of the schools, families, communities, businesses, and institutions in the education of African-American males;*

RECOMMENDATION E-III: *Expand and develop career education within the school curriculum;*

RECOMMENDATION E-IV: *Expand and develop the school restructuring concept to be inclusive of all children;*

RECOMMENDATION E-V: ***Expand current and provide additional resources to schools attended by children living in poor communities and school districts;***

RECOMMENDATION E-VI: ***Expand the resources provided to the education of individuals involved with the criminal justice system; and***

RECOMMENDATION E-VII. ***Expand resources to allow and emphasize the motivation for more African-American males to pursue post-secondary school education.***

RECOMMENDATION E-I: **Expand the current and develop additional emphasis on the teaching of values, character, and culture as a part of the existing social studies curriculum.**

RATIONALE: To develop and continue a strong society, an appreciation for the contributions made by all members of the society is a must. A group that has been historically deprived of this appreciation will loose faith and hope in the values of the society. The group, without this faith and hope, will develop an existentialistic character. That is, they will deviate from the society and develop a culture of their own apart and different from the remainder of the society. Groups within the society, who have not been deprived of their own contributions, but have not been enlightened to the contributions of others will have a tendency to continue the vicious cycle of discrimination and deprivation of others. These forces working against each other, if allowed to continue, will result in a society that will destroy itself from within.

The one item that makes a society great is the moral values it holds. Moral values govern how the members of the society associate with each other and with the rest of the world. The lack of values is readily discernable by one's actions as opposed to one's words. For example, one can speak of freedom and equality as the way of life within the society but practice a policy of deprivation and discrimination. This type of dichotomy robs the entire society and permeates into all areas. Values are not something one is born with but have to be taught. They must be taught in all areas of one's life, the homes, the schools, and within various institutions. Without a set of absolute moral values the society again will cease to exist.

The education of our youth, particularly for the African-American male, must take on the goal of correcting the social ills of our society. Within the school curriculums, there must be a place to teach about the contributions of all groups to the society's history with emphasis on those groups whose contributions have been left out of past lessons. Within the school curriculums, there must be a place to teach the absolutes of morality and values. While these things will be met with strong opposition, they must be accomplished if we are to change the direction of our society.

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PROGRAM STRATEGIES FOR RECOMMENDATION I:

1. **Develop, establish and expand Values/Character Education as part of the existing social studies curriculum.**

   Examples:
   - A. Values/Character education should become a required learning module in the curriculum.
   - B. All schools should implement a year round "Poster Campaign" that visually reinforces the curriculum.

2. **Develop and regionalize African-American Heritage Centers on the Eastern Shore, in Western Maryland, and in Central Maryland to provide highly visible cultural and educational resources.**

   Examples:
   - A. Centers should provide access and exposure to significant contributions by African-Americans in literature, art, science, and business.
   - B. Centers should be established in existing public facilities, where possible (i.e., state colleges, public libraries, etc.).
   - C. Centers should be funded by state, local, and private contributions.

RECOMMENDATION E-II: **Expand and develop additional emphasis on co-operative roles of the schools, families, communities, businesses, and institutions in the education of African-American males.**

RATIONALE: The plight of the African-American male in the United States is not one that developed from one group or institution acting alone nor can it be corrected by one institution or several institutions acting alone or in isolation of each other. Community based businesses, institutions, and providers of services such as churches, the media, medical centers, day care centers, and social services agencies are needed to assist in the development and improvement of the school-community education process. The efforts of these groups should be directed towards teaching both parents and children a sense of self-worth through involvement with family, church, and community schools. These organizations should provide their professional expertise to begin the healing process of the African-American family by teaching good parenting skills and providing incentives to keep the father in his home in order to become a respected role model.

PROGRAM STRATEGIES FOR RECOMMENDATION II:

1. **Parents must be the strongest advocates for positive changes in their children's educational opportunity. A fundamental concept underlies whatever changes are to be made in the schools: Parents are responsible for educating their children. Being responsible means being accountable for**

student performance. Families must again become full partners in the educational process as a linkage between home and school.

Examples:

A. Provide the child's basic physical and emotional needs.
B. Understand the child's academic program.
C. Monitor the interaction between the child and the school.
D. Encourage and participate in learning activities at home.
E. Take part in educational governance.
F. Maintain continuous communication between parents, teachers, and administrators.

2. **Schools should establish and expand self-esteem programs for African-American males and be the initiator and coordinator of family, community, business, and institutional projects.**

Examples:

A. All schools should implement on-going mentoring and role modeling programs.
B. All schools should increase the number of counselors prepared to work with African-American males, providing incentives for African-American males to become counselors.
C. All schools should provide special incentives to recruit African-American males into teaching.
D. All schools should provide African-American males with in-school forums that allow them to voice opinions about what they learn and significant input as to how they learn. This will allow both teachers and African-American male students the ability to develop high expectations.
E. Elementary schools should organize highly visible all-male volunteer groups to support playground and classroom activities.

3. **Local churches should move proactively within their immediate communities to assume a leadership role as teacher of absolute moral values.**

Examples:

A. Churches should develop alliances, activities, and resources for the community (not simply for the transient congregation) and establish themselves as institutional role models.
B. Churches should promote the moral principles and the role of the male in the family and community through outreach/community workshops.

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4. **Local media should assume active responsibility for promoting positive images of African-American males.**

Examples:

A. Electronic media should provide routine public service "spots" depicting positive role models and historical events that highlight African-American males.

B. Print and non-print media should routinely highlight the academic, artistic, community, and vocational achievements of African-American male students.

5. **Develop and expand community advisory panels to monitor billboards, bus posters, and media programming, and make recommendations on the elimination of negative stereotypes in African-American communities.**

RECOMMENDATION E-III: **Expand and develop career education within the school curriculum.**

RATIONALE: The changes in the workplace and the added requirements of employee responsibility within the workplace requires that the schools develop and enhance programs that prepare students for work. The unemployment rate for African-American males makes it imperative that emphasis be placed on preparing them for the current and the future work force.

PROGRAM STRATEGIES FOR RECOMMENDATION III:

1. **Provide teacher education that contains more information, education, and training in ways to teach about careers. Training should include:**

Examples:

A. Methods of integrating school and work;

B. Methods of instructions to meet the needs of African-American males.

2. **Instruction should become more flexible. That is, there should be some flexibility in what is taught, where it is taught, and when it is taught.**

Examples:

A. Instruction should include workplace basic skills such as: problem-solving, thinking, anger management, communication skills, conflict management, crisis management, responsibility, willingness to learn, etc.

B. Extend career education to the elementary level with the expectation that educators would teach the value of work to all students.

C. Encourage students to consider various kinds of careers, jobs, and entrepreneurial activities, and develop an expectation that all students will work and continue learning for a lifetime.

D. Develop flexible school hours and instruction, such as, expanded hours, weekend school, nontraditional classes, connections with work, shadowing opportunities for students to visit prospective job/career sites, internships, and apprenticeships.

RECOMMENDATION E-IV: **Expand and develop the school restructuring concept to be inclusive of all children.**

RATIONALE: Consistent with the teaching of basic educational rudiments (i.e., reading, writing and mathematics, and developing character and values), the schools must recognize that each child is unique and has the potential for greatness and they must motivate each child to reach his or her maximum potential. The schools, as they are currently structured and operated, do not provide the critical supportive and relevant learning environments that will allow each child to reach his or her potential. The objective is not to reinvent the wheel but to improve the system in such a way that it can achieve its mandated goal and philosophy: In American, every child has a right to be educated to his/her maximum potential.

PROGRAM STRATEGIES FOR RECOMMENDATION VI:

1. **Develop and instill within the schools that its highest priority is the increased achievement of all students. As the *Quality in Education* report puts it (p.47) ". . . accountability in the factory school means observing and abiding by rules and regulations; accountability in a restructured school means improving students knowledge, skills and behavior."**

Examples:

A. Identify and change practices and policies that constrain student learning.

B. Expand the Maryland's Tomorrow Program so that more students receive the concentrated attention and resources provided by the program.

C. Enhance and expand the Maryland School Performance Program which collects data on schools' success at meeting state goals for education and helps educators identify where to target additional resources needed to prevent

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drop-outs and to raise achievement levels.

2. **Establish within the school system methods to assess and evaluate students across the entire spectrum of human abilities through a variety of assessment techniques rather than rely upon standardized tests.**

   Examples:

   A. Develop measurable goals and be accountable to the students, parents, and community.

   B. Eliminate the practice of tracking.

3. **Increase the initiative of school decentralization with teachers, parents and principals playing key roles.**

   Example:

   A. Involve the family and the community in the planning and implementation of restructuring schools.

4. **Develop innovative learning techniques that utilize the student's knowledge, skills, and experience. This contrasts with the factory school model where schools teach students to learn through rote memorization and practice.**

   Examples:

   A. Offer a variety of programs through the public schools because all children are different.

   B. Empower students by teaching them skills that they understand will help them cope with life.

   C. Provide experiences that will enable all students to experience success in school to show that they are truly valued and can be successful in our society through legitimate means.

   D. Provide schools and teachers more options for dealing with students having special, social, and/or emotional needs. It follows that African-American male students should not be disciplined by being placed in special education classes.

   E. Encourage educators to increase *esprit de corps* and self-esteem of African-American males through the use of posters, slogans, and other activities.

   F. Provide new ways to reverse the African-American male drop-out rate.

   G. Develop programs to provide more mentoring opportunities for African-American males. It is imperative that more positive African-American male role models be presented to young men in the schools.

RECOMMENDATION E-V: Expand the current and provide additional resources to schools attended by children living in poor communities and school districts.

RATIONALE: The amount of financial resources and how they are distributed to political sub-divisions, school districts, and schools is a fundamental concern to any recommended changes in the educational system and process. The distribution of resources that enhance the opportunities of the wealth at the cost of decreasing the opportunities to the poor is not an equitable method. While the thrust of this study is focused on improving the educational opportunities for African-American males, one group can not be assisted unless all those suffering the same deprivation are assisted. These recommendations, upon their implementation, will enhance the educational opportunities for economically disadvantage children in general.

PROGRAM STRATEGIES FOR RECOMMENDATION V:

1. **Develop a minimum expenditure statewide on a per student basis.**

   Examples:

   A. Implement an assistance base predicated on a cost of living increase for juriedictions that cannot meet minimum standards (a safety net will be needed).

   B. Elevate the poorer jurisdictions' ability to provide an equal education opportunity by equalization.

   C. Dedicate a minimum amount of money for each student statewide (e.g., $4,850) with a COLA provision for increases in future years (any funding increase received from the state shall be mandated for classroom use only).

   D. Target individual needs of students in poorer jurisdictions and earmark funds for specific programs for local schools to enhance the educational opportunities of the students.

2. **Some recommended funding usage include:**

   A. Increased availability of computers and calculators both in laboratories and within the classrooms to provide greater access to computer and calculator technology.

   B. Increase facilities, assistance, equipment for use by the classroom teachers.

3. **Develop and implement accountability mechanisms to assure that increased funding is used for instructional enhancements.**

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Examples:

A. **Make local jurisdictions accountable to the state for the use of increased funding earmarked to address student needs.**

B. **Eliminate administrators' discretionary use of increased funding.**

C. **Establish state contributions for employee benefits based upon a maximum salary level so state funds are not used in any other manner.**

RECOMMENDATION E-VI: **Expand the resources provided to the education of individuals involved with the criminal justice system.**

RATIONALE: The lack of educational and employment opportunities have been shown to have a direct correlation between the increase in the number of African-American males involved in the criminal justice system and the lack of educational attainment. It has also been shown that these men, if not given some reason for hope of an improvement in their future, will continue to be involved in the criminal justice system. Incarceration without rehabilitation is a treatment for the symptoms of the ills within the African-American community at ever increasing cost to the taxpayer. The cost of repeatedly warehousing African-American males can be greatly reduced if they were provided the motivation, the hope, and the tools (education and skills) to improve their condition in life upon release from prison. As budgets are examined, one should consider the differences in the expenses incurred with incarceration. One may do well to consider the ratio of the expense of educating a prisoner once and giving him or her the opportunity to become a meaningful part of the society compared with the expense of housing repeat offenders.

PROGRAM STRATEGIES FOR RECOMMENDATION VI:

1. **Increase the funding of the Correctional Educational Program to provide educational opportunities to inmates and continuing educational opportunities to released prisoners.**

Examples:

A. Provide funds for tuition waivers for released inmates to attend community college for 2 years (60 credits) with provisions for extension.

B. Provide incentives for African-Americans to teach in institutions located outside of the major metropolitan areas.

C. Provide incentives for highly-competent, experienced teachers to teach in prisons through in-kind services and exchanges between the local school system and the prison.

D. Provide inmates with community education information including the location, contact name, and address of programs before their release. Help inmates enroll in community education programs before their release with a start date coinciding as close as possible with their release date.

2. Develop monitoring mechanisms to control and assure the most efficient use of the funds allotted.

Examples:

A. Provide for regular meetings of the Education Coordinating Council for Correctional Institution (ECCCI) to plan and review correctional education programs for improvement and expansion as required. Currently, this body meets once a year.

B. Establish a task force to investigate new learning technologies for correctional settings, using satellites, cable, telecommunication, microwave system, and the like, to establish distant learning capabilities inside prisons.

C. Explore the possibility of assuring that any inmate who is in prison for a period of 40.1 months should, as a minimum, earn a GED prior to release.

D. Identify and target a correctional education delivering system for administrative review and improvement.

3. Recruit volunteers and develop other methods to increase the number of prisoners able to take advantage of the educational programs.

Examples:

A. Use correspondence courses and the newest technological methods to expand correctional education opportunities.

B. Recruit college students majoring in education and criminal justice to work in prisons to complete internships in prisons and/or student teaching assignments in prisons.

C. Expand the membership of the ECCCI to include educators from jurisdictions with larger numbers of its citizens incarcerated, business representatives, interested citizens, and students.

D. Promote participation in self-help groups inside and outside of prisons, for example, the NAACP Prison Project at some institutions.

E. Increase the training of inmates for the role of *peer tutoring*to assist in the education of other inmates.

4. **Develop accurate tracking mechanisms to determine to number of individuals enrolled in and assisted by the program.**

Examples:

A. Devise an instrument to determine the exact number of inmates on a waiting list for entry into correctional education programs.

B. Devise an instrument to determine total unduplicated enrollment in educational programs at designated times throughout the year.

C. Promote post-release studies by research programs of colleges and universities regarding Maryland's incarcerated population.

D. Establish a method of systematically tracking inmates who have completed educational programs upon their release from incarceration.

E. Design an exit package for inmates completing an educational program modeled after the *Passport to the Future Program* used in Frederick County. The package should contain information on possible resources and mentors, leaders of the religious and secular communities, and inmate records of achievement in education, occupational trades, talent, art, awards, etc.

5. **Develop business relationships to provide training to inmates and possible employment upon their release.**

Examples:

A. Establish corporate linkages with prisons to provide career counseling for inmates. Use SCORE as mentors and teachers.

B. Link vocational training of inmates with community-based skilled practitioners, where possible, to help establish entrepreneurial opportunities upon their release.

C. Provide for interagency collaboration to identify factors that bring people into prisons such as drugs, borderline literacy, unemployment, and poor self-esteem, and submit recommendations to education and juvenile services institutions to prevent criminal behavior.

D. Provide education and employment readiness training to all inmates in pre-release institutions possessing less than a GED.

E. Ensure that all Correctional Education Program graduates have a paying job or are pursuing continuing education in a vocational field or post-secondary education upon their release. Teach entrepreneurship skills to inmates in prisons.

RECOMMENDATION E-VII: **Expand resources to allow and emphasize the motivation for African-American males to pursue post-secondary school education.**

RATIONALE: The plight of the African-American male's involvement in higher education may well be vested in a number of variables and constants that face not only African-American males but the African-American community in general. For most African-American males, the idea of a college education is considered a dream or a luxury. However, it is a commodity they can ill afford to be without. Initially, access to financial support can be viewed as a major barrier to matriculation for African-American males. Other concerns are the lack of accessible and adaptable higher education programs to segments of the African-American male population. Lastly, more career enhancing higher education programs are needed to attract African-American males to enter college. The following recommendations address areas that will be most effective in bringing about gains in higher education participation among African-American males. The emphasis is placed on increasing the matriculation and the success of African-American males in Maryland's colleges and universities.

PROGRAM STRATEGIES FOR RECOMMENDATION VII:

1. **The general state scholarship fund for the State of Maryland is presumably a needs based activity. However, an analysis of that entity has brought forth the fact that it does not operate on a strictly "needs" basis. The economic needs of the African-American community are acute and any deviation from that being paramount in the award of scholarship monies operates to their detriment. To that end, it is recommended that the following changes be made:**

   Examples:

   A. Remove the 47 legislative districts from the General Scholarship pool and have all applicants considered on a statewide basis.
   B. Eliminate SAT scores as a criteria.
   C. Implement immediate suspension of General Scholarship support for students who do not meet the Maryland residency requirements, i.e., when they are listed as dependents by their parents in another state.
   D. Provide information from the Maryland State Department of Education (MSDE) to all school systems about financial assistance available for post-secondary education in all forms inclusive of

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Federal scholarship and grant programs.

2. **Maryland state education agencies should work in conjunction with the Maryland Higher Education Commission (MHEC) and other Maryland agencies and departments concerned with post-secondary education for the improvement of education of Maryland's African-American males. The MHEC should:**

Examples:

A. Develop and/or improve accountability and tracking mechanisms. There should be a statewide system for monitoring the progress of minority students.

B. Monitor minority representation in all its divisions and publish the data annually. Include monitoring minority representation in both the State's public and private colleges and universities to ensure a representative make-up.

C. Publicize and disseminate information about successful programs and practices to all public colleges and universities.

3. **Working African-American males face great difficulty in accessing higher education. As his priorities are often vested in earning a living for himself and family, and the time constraints he endures, the pursuit of higher education becomes a hardship. Therefore, the need for some type of creative accommodation then becomes necessary to bring him over the higher education threshold. The community college offers a primary mechanism through which the working African-American male can access a college education.**

Examples:

A. Community colleges should establish working adult higher education programs in community settings, such as community centers, churches, and high schools, etc. The colleges will offer short (8 to 12 hour) specialty courses at the site for which partial and/or conditional college credit will be awarded for successful completion. Courses provided will be such that they would improve the student's employment situation. Hence, studies should be relevant to those areas where there is sufficient employment demand. In addition, parallel courses in basic education would be required with each technical course taken.

B. Courses should be graded in the same manner as regular classroom activity. Awarded credit would be proportionate to the length of the course and in keeping with the contact hour requirement of the state. Partial credit would be entered as valid college credit on the student's official transcript. Credit would be conditionally based on the premise that only 12 credits may be accumulated from this program and will not become official until the student is enrolled in the school's degree program and has earned 30 credits for that program.

C. The New Community College of Baltimore (NCCB), now a state institution, established a model program in keeping with the above recommendations. Because the NCCB has an active Adult Basic Education Program as well as a developing continuing education program, it engenders the necessary ingredients to implement a successful working adult higher education program. In addition, the City of Baltimore has the largest population of working African-American males in Maryland.

4. It is important that career bridges be established between colleges and private and public employing organizations. This will serve a number of purposes. It would allow corporations and other organizations input in the curriculum. More importantly, it will enable the student to gain experience in the work world and to display himself to a potential employer. This is especially important to African-American males who have difficulty entering the work force during and after college.

Example:

A. Establish five year work-study programs at Bowie, Morgan, Coppin, and UMES in the mode of Drexel Institute in Philadelphia, enabling students the ability to divide their time between academics and a compatible work situation. Appropriate evaluations should be made by the work supervisors.

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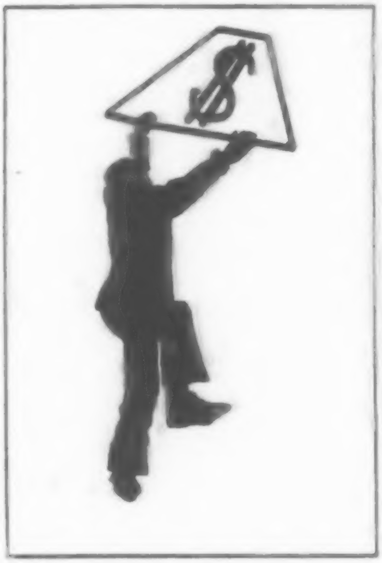
1. *Quality In Education*, Quality Education for Minorities Project, Massachusetts Institute of Technology, 1990, p. 50.

2. Majors, Richard, *Black Issues in Higher Education*, November 22, 1990.

EMPLOYMENT AND ECONOMIC DEVELOPMENT



Give a man a fish, and you feed him for a day. Teach him to fish and you feed him for life. (an old proverb)[1]

ECONOMIC CONDITIONS

The high underemployment and unemployment faced by African-American males almost negates the African-American community's ability to gain economic independence. Until he has gained economic independence, the African-American male can not enhance the image he has of himself nor the image of him envisioned by others. Independence through gainful employment **is one of the most decisive factors in the capability of an individual and his family to live a peaceful and healthy life in our society. The ability to function in the workforce and in the labor market has an impact on families.**

Many studies and reports reveal ". . . that racism does exist, starting with the systemic neglect of African-American children in our school systems, the lack of access to economic gains through employment and entrepreneurial opportunities, and the number of African-American males who are seen in the criminal justice system. The results have led to family disintegration, illiteracy, negative media attention and economic inequalities."[2]

The employment status of the African-American male is a major factor effecting the economy of the African-American community. The economic decline within the African-American community has been accelerated by the recent changes in the country's and the State's economic conditions. Previously, African-American males, with a high school diploma or less, could support a family of three by working in manufacturing and construction jobs or by joining the military. The overall decline in the country's and the State's economy has created conditions that now constrict these types of employment opportunities for African-American males. A study funded by the William T. Grant Foundation found that economic changes in the United States have substantially decreased gainful employment opportunities for non-college-bound youths (ages 16-24). The retail sector of our service economy, in which jobs are most accessible to youths, offers lower wages and fewer, if any, benefits than jobs in the earlier industry-based economy. High school graduates, considered as being young and unprepared if they do not attend college, are rarely hired for secure and well-paid work.[3]

In an effort to abate the growing unemployment crisis, 8 million new jobs were created during the period of 1979 to 1985. However, approximately one-half of the new employment opportunities were part-time jobs or jobs at minimum wage offering no employee benefits. Paralleling the creation of minimum wage jobs, more than 1.7 million jobs were lost in the higher paying manufacturing sector. Coupled with the loss of jobs in the manufacturing sector and the decline of employment in the construction industry, recruitment by the military has been dramatically curtailed. As a result, employment opportunities that once provided an adequate income for unskilled and underskilled individuals are no longer viable alternatives. With the loss of these employment opportunities, the labor market is "closing doors" on the least educated and skilled individuals. African-American males in the urban areas, such as Baltimore City, feel the brunt of the negative effects of these changes in the economy.

Faced with an unemployment rate that is substantially higher than the statewide average coupled with limited prospects for improvement, a significant segment of the African-American male population finds itself in a state of utter confusion. A small part of this group has resorted to other methods of "self-help" such as crime. The Union Institute recently conducted a study on the plight of young men in urban areas. One result of that study showed that many youths view crime as a legitimate means of "self-help." In its report, "Structural Impediments to Success," the Union Institute noted:

> *As a result of these [economic] changes, more urban youth are turning to crime and drugs in an effort to be more successful than this economic reality will allow. Most view their involvement in the lucrative crime scene as temporary and hope to earn enough money to establish themselves in the mainstream economy. However, this is still a minority of the inner city population. Most live in poverty which only produces more poor living conditions, unequal education, and low-skilled children.*[4]

"The lack of employment opportunities and the decline in real earnings of young men has reduced their ability to support a family, thus decreasing the likelihood of marriage. Consequently, an increasing number of African-American families are headed by single mothers who are at a great risk of being poor."

Children's Defense Fund

According to a 1987 Children's Defense Fund report, the economic insecurity of African-American males is an important factor in explaining both the numbers and impoverishment of African-American families headed by single mothers. The lack of employment opportunities and the decline in real earnings of young men have reduced their ability to support a family, thus decreasing the likelihood of marriage. Consequently, an increasing number of African-American families are headed by single mothers who are at a great risk of being poor.[5] The theory expressed by the Children's Defense Fund was validated in a later study by Ann M. Nichols-Carbolt.[6]

The economic plight of the African-American male not only effects the current generation, it has the potential of being a perpetual nemesis. The effects of his unemployment and underemployment is felt throughout the community and the State. Unless a proactive posture is taken to create economic and employment opportunities for the

African-American male, the economic erosion of the African-American community will escalate. As a result, a considerable segment of our population will be lost. This loss will have a dramatic effect on the State and its ability to meet future needs and be prepared for a changing economic and employment base.

EMPLOYMENT STATUS OF AFRICAN-AMERICAN MALES

African-American male participation in the workplace can be seen in all levels of the labor force. Their contributions in the higher echelons of the public and private sector is readily recognized. However, the larger segment of the African-American male population has been consistently locked out of mainstream society through unemployment and underemployment. African-American males, particularly between the ages of 16-24, are at a higher risk of being unemployed than any other segment of American society. The national unemployment rate for all African-American males was 13.7% for January 1992.[7] In the State of Maryland, the unemployment rate of 9.6% for African-American males (1991 annual average) was more than twice the rate for white males Figure EED - 1.[8] Urban centers, such as Baltimore City, incur the burden of housing the majority of the unemployed. This trend is predicted to continue.

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Maryland Department of Employment and Economic Development

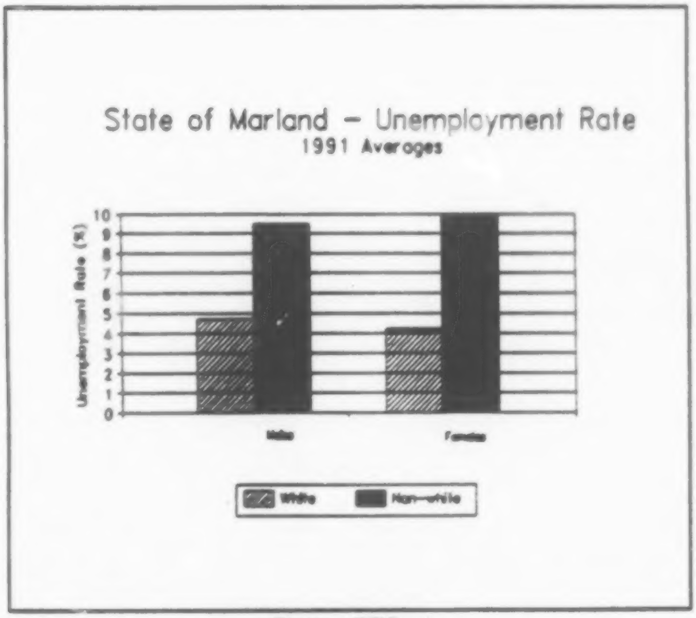

Figure EED -1
Maryland Unemployment Rate
Civilian Noninstitutional Population - 1991

According to the United States Department of Labor, Maryland had the fifth worst rate of job loss in the country in 1992. During 1992, approximately 21,200 jobs were loss in the State. Baltimore City suffered the greatest losses of all of the political sub-divisions, accounting for approximately 43% of jobs lost in the entire State. The majority of the jobs that were lost were in construction, manufacturing, and defense contracting. [9] Construction and manufacturing jobs, traditionally, gave individuals with a high school education or less the opportunity to be gainfully employed.

The disappearance of these jobs not only effect those that were employed but has the potential of effecting those entering the job market for the first time. This is particularly true for African-American males residing in the urban areas of the State. While Maryland economists predict a recovery for the State, their forecast for Baltimore City is bleak. According to economists, the jobs that were lost in Baltimore City are gone and more losses will follow. Many employers are moving or planning to move their businesses out of the City. Those that are planning to remain in the City do not project any increase in their laborforce. The result is a continued downward spiral of a depressed employment market for the African-American male.

> ***African-Americans were disproportionately represented in dead-end clerical jobs, in low wage jobs, and in the manufacturing sector. . . . jobs that are at particular risk in the new economy.***

Another major factor effecting the economy of the African-American community is the underemployment of the African-American male. The results of a national study showing the percentage of African-Americans in the workforce found that of all workers, African-Americans were disproportionately represented in dead-end clerical jobs, in low wage jobs, and in the manufacturing sector. These are jobs that are at particular risk in the new economy. [10] While African-Americans comprise 10% of the workforce, the information reflected in Table EED - 1 illustrates the percentage of the African-Americans represented in low wage and "at-risk" employment areas.

Table EED - 1
African American Representation in Various Job Types (Nationally)

REPRESENTATION	PERCENTAGE	TYPE OF JOB
Disproportionately represented in dead-end clerical jobs	22%	mail clerks and messengers
Overly represented in low wages	18% 23% 23%	service jobs private household workers cleaning service workers
Overly represented in manufacturing jobs at risk in the new economy	18%	operators fabricators laborers
Well positioned in some occupational areas	14% 28% 14%	technicians and technologists (health care) health care workers computer operators

Source: Silvestri and Lukasiewicz, 1989, cited in Anthony P. Carnevale, *America and the New Economy*, 1991, p. 89.

Experiencing "closed doors" is not only faced by the urban poor but other segments of the African-American male population as well. The Joint Center for Political and Economic Studies issued a recent report entitled, "What Cities = More Black Jobs?" The report noted the results of a study on the number of professional and managerial jobs held by African-Americans in five metropolitan areas with a high population of African-Americans. The study reviewed the employment data of: Atlanta, Baltimore, Philadelphia, Richmond, and St. Louis, to determine ". . . the likelihood that blacks will hold good, white-collar jobs in these five metropolitan areas." [11] The study used three measures of African-American representation in managerial and professional jobs to reach its conclusions:

1) *The number of African-Americans holding jobs in each major industry;*

2) *The percentage of African-American workers holding these jobs (Table II); and*

3) *The difference between the proportion of African-American and white workers in managerial and professional jobs.*

Experiencing "closed doors" is not only faced by the urban poor but other segments of the African-American male population as well. . . . Minorities are concentrated in jobs that pay the least, provide the least formal and informal learning, and show the least improvement in wages.

The report concluded that African-American workers are only one-third as likely to hold professional and managerial jobs as whites in any of the cities. In fact, "the cities studied look too much alike on this measure for any of them to feel that they have minimized the impact of discrimination in the workplace." [12] (Table EED - 2)

Similar to the national figures, minorities in Maryland are highly concentrated in service occupations with the largest representation in cleaning and food service industries (Table EED - 3). According to the Maryland State Employment Service, the largest number of job seekers are also found in clerical and other service occupations.

The effects that the overall decline in employment opportunities have on African-American males is reflected by comparing the real income differences between African-American males and white males. The average African-American male earned 37% less than the average white male. This disparity has increased from the differences during the 1970's when the percentage was a little more than 25%. The causes of the increased disparity in income can be attributed to a number of factors which include lack of the value of education, lack of access to good jobs, and lack of opportunities to learn on the job. Minorities are concentrated in jobs that pay the least, provide the least formal and informal learning, and show the least improvement in wages. African-Americans comprise 10% of the workforce, of these only 6% are in managerial jobs and 7% in professional jobs. [13]

Table EED - 2
BLACK MANAGERS IN FIVE CITIES
PERCENTAGE OF BLACK WORKERS

INDUSTRY	BALTO	ATLANTA	PHILA	RICHMOND	ST. LOUIS
Manufaturing durable goods	4.9	3.2	2.6	1.5	0.8
Manufacturing nondurable goods	4.6	7.4	3.6	4.1	4.0
Transportation & Public Utilities	7.7	8.0	5.0	5.2	4.3
Wholesale Trade	8.7	9.8	9.7	6.2	8.1
Retail Trade	7.6	6.7	4.6	6.2	3.8
Finance, Insurance, & Real Estate	18.8	14.1	8.6	4.9	6.3
Services	10.1	9.0	6.3	2.1	6.5
All Industries*	4.2	5.0	4.6	4.5	4.9

*Includes mining, agriculture, forestry, and fishing

Source: U.S. Equal Employment Opportunity Commission, *Job Patterns for Minorities and Women in Private Industry*, Washington, D.C., 1988, 1990, cited in *Black Enterprise*, November, 1991, p. 45.

Table EED - 3

State of Maryland

Occupational Distribution of Employment By Sex and Race

Horizontal, 1991 Averages In Percents

OCCUPATION	TOTAL	MALE	NONWHITE
TOTAL	100.0	53.6	26.8
Executive, administrative, & managerial	100.0	58.4	17.8
Professional specialty	100.0	50.0	18.1
Engineers	100.0	95.6	11.1
Computer, math, & natural scientists	100.0	71.8	15.4
Registered nurses, therapists, & kindred	100.0	11.5	19.2
Elementary/secondary school teachers	100.0	23.9	23.9
Other professionals	100.0	59.5	17.1
Technicians & related support	100.0	56.2	28.7
Sales	100.0	49.4	19.0
Sales representatives	100.0	70.5	12.8
Retail stores	100.0	40.0.	18.9
Other sales workers	100.0	41.1	24.2
Administrative support, incl. clerical	100.0	17.8	35.6
Secretaries, stenographers, & typists	100.0	1.5	36.1
Computer equipment operators	100.0	38.4	45.5
Other administrative support occupations	100.0	25.3	34.9
Service	100.0	42.6	40.1
Cleaning & food service	100.0	46.8	61.0
Protective service	100.0	81.4	25.4
Personal, health, & other services	100.0	15.1	17.9
Farm workers	100.0	89.7	20.5
Precision production, craft & repair	100.0	93.8	23.4
Mechanics & repairers	100.0	97.4	23.1
Construction craftsmen	100.0	99.0	21.8
Other craftsmen	100.0	83.1	26.0
Machine operators, assemblers, & inspectors	100.0	62.5	33.3
Transportation & material moving operators	100.0	89.9	40.4
Handlers, equipment cleaners, helpers, & laborers	100.0	87.2	30.8

Note: Individual items may not add to totals because of rounding.

Source: Data derived using Current Population Survey, 1991, U.S. Department of Labor, Bureau of Labor Statistics and Maryland Department of Economic and Employment Development, Office of Labor Market Analysis and Information.

PROBLEMS IN OBTAINING EMPLOYMENT AND ECONOMIC INDEPENDENCE

Over the past 30 years, there have been a number of social programs initiated to address the economic and social needs of African-American males. However, the unemployment and underemployment rates of African-American males continue to be consistently higher than that of white males. Researchers across the country are finding that racial bias and discrimination are major causes of the disparity in employment rates between African-American males and their white counterparts.

With respect to job disparity, researchers have found discrimination at every level of employment, at entry levels, at promotional considerations, in disciplinary actions, and at the senior and executive levels. In 1991, the Urban Institute conducted an experiment to determine the level of discrimination in job hiring procedures. The Institute sent pairs of young African-American and white men with similar backgrounds and qualifications to apply for 476 entry level jobs in the cities of Chicago and Washington, D.C. The results showed that the white males were three times more likely to be employed than African-American males. [14]

. . . the unemployment and underemployment rates of African-American males continue to be consistently higher than that of white males. . . . researchers have found discrimination at every level of employment, at entry levels, at promotional considerations, in disciplinary actions, and at the senior and executive levels.

An earlier study, completed in 1989, was performed by Andrew M. Gill to determine the role of discrimination in occupational structures. The study reviewed the 1976 and 1981 waves of the National Longitudinal Surveys of young men. The results of this study showed that much of the under representation of African-American males in managerial, sales, clerical, and craft occupations can be directly attributed to employment discrimination. [15]

To determine the status of African-American males employed by the State of Maryland, the Maryland State Department of Personnel reviewed its own records for the period of July 1, 1989 to December 31, 1990. The Department found that 11.4% (7,032) of the State Government workforce were African-American males. This compared favorably to the 10.3% overall availability of Africa-American men in the civilian labor force. However, the review showed that African-American males were under represented in 11 (64%) of the 17 State Departments and Agencies. Accordingly, African-American males were concentrated in the protective services (29.3%) and professional categories (26.7%). According to the review, the average salary for African-American males ($26,635) is 20.1% less than that of white males ($33,356).

A review of the employment retention of African-American males was also under taken for the same period. The results showed that African-American males were at greater risk of not being retained by the state government than white males. According to the report, 14.1% of all appointments including new hires and promotions, were African-American males. Under Maryland State Personnel rules, new hires and new appointments are obliged to undergo a probationary period. Of the African-American males appointed during the period studied, 21.3% had their probationary period extended while 35.6% were rejected on probation. During the same period, the review found that the suspension and removal rates (42% and 51.3% respectively) for African-American males employed were greater than their work availability rate of 11.4%. [16]

While the existence of racial discrimination in the work-place is a major factor for the disparity in employment opportunities and income, there are some other factors that have been shown to significantly impact the economic future of the African-American community. Two major factors are: 1) Increased involvement in the criminal justice system by the African-American male; and 2) Decreased educational attainment by the African-American male.

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INVOLVEMENT IN THE CRIMINAL JUSTICE SYSTEM

As noted earlier, a small group of African-American males view involvement in criminal activities as a legitimate course of "self-help." It appears that the number of young African-American males that make the decision to venture into criminal activities is escalating at an alarming rate. Paralleling this phenomenon is an increased involvement with the criminal justice system by African-American males. The impact this has on the employment future of these young men is tremendous. The criminal records of African-American males pose an additional barrier to employment in an already depressed employment market. The employment opportunities that are meager at best are all but void to the vast majority of African-American males who have a criminal record. As a result, many young African-American males who have had an encounter with the criminal justice system may be completely locked out of any opportunity for gainful employment.

INVOLVEMENT IN EDUCATION

Kindergarten Through Twelfth Grade

The high dropout rate reported by the Education Subcommittee serves as a barrier to African-American males in achieving economic independence. Columnist Cynthia Tucker of the *Atlanta Constitution* pointed out that the high dropout rate among African-American male teenagers contributes to high unemployment among African-American males and a dissolution of the African-American family. [17] Other researchers have come to the same conclusion.

The Ford Foundation sponsored the Project on Social Welfare and the American Future to study new alternatives to current social welfare policy. This in response to the critical changes in the United States economy and population demographics and their effects on poverty and social concerns. In their report for the Project, Berlin and Sum focused on basic skill deficiencies by examining the effects on those individuals in society who cannot sufficiently read, write, or communicate. They concluded that the lack of basic skills hinder youths' academic and work performance but, more than that, the lack of basic skills is the leading cause of many social and economic problems in the United States which include school failure, youth unemployment, teenage pregnancy, extreme poverty, and declining wages and productivity levels. [18]

Vocational Education

After a review of federally funded job training programs, the United States General Accounting Office (GAO) reported that it had found a number of disparities and that African-American males were more affected by the disparities than other minorities. Three major disparities were discovered, all of which indicated unfair treatment of African-Americans.

The lack of basic skills hinder youths' academic and work performance and is the leading cause of many social and economic problems in the U.S. such as school failure, youth unemployment, teenage pregnancy, extreme poverty, and declining wages and productivity levels.

The first disparity revealed that white participants received more classroom and on-the-job training than African-Americans. Whereas, African-Americans were primarily given job search assistance. The review showed that clients receiving only job search assistance had the lowest average wage upon placement.

The second disparity revealed a difference in the types of classroom training. According to the findings, when both whites and African-Americans received classroom training, African-Americans were trained in occupations which had lower median placement wages.

The third disparity revealed a difference between women and men. GAO found that women were more likely than men to receive classroom training. However, women, like African-American males, were more likely to be trained for lower paying occupations.

The GAO report discussed a number of factors that cause these disparities. Among those factors discussed were:

- *Performance-based contracts which are based upon the number of placements rather than the quality of placements;*
- *Service providers which perform participant assessments and steer participants to their own programs rather than informing them of other available training;*

- *Counselors who assess clients on their ability to complete a program rather than whether the program would prove beneficial;*
- *Limited support services for the client such as transportation and day care; and*
- *The inadequacy of state and federal monitoring activities.*

GAO recommended that the U.S. Department of Labor investigate disparities which may be in violation of civil rights laws, and then enforce those laws when violations are found to have occurred. [19]

Higher Education

An editorial in the Los Angeles Times discussed the continuing decline of African-American males enrolled in the nation's colleges and universities. According to the editorial, African-American females outnumber African-American males enrolled in institutions of higher education at a rate of three to one. [20] Other research has shown that these trends have serious economic and social consequences. David R. Francis, author of an article entitled "Why the Economic Tide Hit Young Black Men," found an increasing disparity in the earnings between white males and African-American males within ten years of the completion of their formal educations. He noted that the disparity in earnings will continue to increase as the supply of African-American male college graduates diminishes. The supply of African-American college graduates increased rapidly during the 1970s. However, the relaxation of affirmative action laws during the 1980's has resulted in the number constantly declining. [21]

It is projected that expansion will occur at a faster rate and minorities will represent a larger share of the labor force by the year 2005. . . . However, the overall prediction for new African-American entrants into the labor force does not show an improvement for the African-American male.

POSITIONING FOR THE FUTURE

It is important to address the above issues because of the growing number of minorities in the labor force. This is and will continue to be an important development. The demographics of the labor force has changed dramatically over the past several decades and it is predicted to continue to change the future. Nationally, it is projected that,nationally, the diversity of the labor force will expand at a faster rate than the past decades and that minorities will represent a larger share of the labor force by the year 2005. For African-Americans, this projection creates an expansion in their presence in the labor force from a 10.7% share in 1990 to an 11.6% share by 2005. [22] However, the overall prediction for new African-American entrants into the labor force does not show an improvement for African-American males. According to the *Occupation Outlook Quarterly*, African-American males will only represent 6.2% of new entrants in the labor force compared to 32.2% for white, non-Hispanic males.[23]

The high level of joblessness is counterproductive to the well being of all citizens and employers in the State of Maryland. It is unfortunate for African-Americans because it serves to keep them locked out of the workplace and perpetuates their economic depression. Also, it is detrimental to employers because by excluding African-Americans from meaningful positions within their firms, employers have left the African-American consumer market, a significant economic force, up for grabs.[24]

The research completed by the Employment and Economic Development subcommittee reveals that there is a need for a holistic approach to solving the economic problem within the African-American community. Attempts to find solutions to the problem must take into consideration that previously tried approaches have not been successful. New approaches must allow for a broad demonstration of new concepts that have as their goals the development of economically self-sustaining African-American males and their communities. Dr. Samuel L. Myers, Jr., Professor of Economics at the University of Maryland College Park, notes, in his report to the Baltimore Urban League in 1986, that:

> *. . . the economic gap between blacks and whites in America continues to widen in part because well-intentioned efforts to address the problems of the poor and disadvantaged of our communities have often missed the mark.*

". . . the economic gap between blacks and whites in America continues to widen in part because well-intentioned efforts to address the problems of the poor and disadvantaged of our communities have often missed the mark."

Dr. Samuel L. Myers, Jr.,
Professor of Economics,
University of Md. College Park

Dr. Myers noted that the Baltimore Regional Planning Council (BRPC) recognized the deficiencies in previously attempted solutions when it made the following recommendations in 1986:

> *It is essential to understand that this panel is making its recommendations based on the premise that we can no longer conduct "business as usual," with regard to improving the employment opportunities of the region's black males, teens, female heads of households with children and minority business people. In order to significantly improve the life chances of these people, we must be willing to make substantial changes in our political, economic and social choices. We should seek innovative ways to address the problems of these groups and to commit the appropriate human and monetary resources to implement these strategies.*[25]

Dr. Myers reported, that the BRPC identified three major aspects of racial inequality in the Baltimore region. They included: poor educational performance of African-Americans and other minorities which close doors to many employment opportunities; the geographic gaps between the residences of workers and the location of employment centers; and the absence of minority business ownership." [28]

RECOMMENDATIONS

Policies to improve the employment and economic well-being of African-American males cannot be developed in a vacuum. A "holistic" approach is needed taking into consideration the needs of the family unit and the entire community. While the African-American community needs an infusion of resources to become self-sustaining, government-operated programs should not be the only vehicles for improving the economic well-being of African-American males. True economic gain will only be realized through co-operative activities at all levels of the community. An example of the holistic community approach is the Neighborhood in Transition Project, Sandtown-Winchester, Baltimore. As African-American males gain economic independence, they will be expected to assist in the development of their communities.

Just as improvements can not be made in a vacuum, recommendations for actions to bring about improvements should not be made without the support of the effected community. That is, any recommendation for action should not be made without the input, consensus and support of the affected community. To this end, the Economic and Employment Subcommittee held a series of public hearings in Central Maryland and the Eastern Shore and two focus group meetings, one on the Eastern Shore and one in Central Maryland. The summation of these meetings coincided with the findings of the Baltimore Regional Planning Council's 1986 report. The three areas noted as the ones needing the most immediate attention were education, business development in the affected areas, and the development of minority owned businesses. Based on this apparent consensus, the subcommittee developed its recommendations for action:

RECOMMENDATION EED-I: ***Develop new and extend current educational programs that will prepare African-Americans for employment and increase entrepreneurial awareness through public school curriculums from kindergarten through grade 12.***

RECOMMENDATION EED-II: ***Develop new and increase current resources for African-American business expansion in effected areas and increase the opportunities for new African-American owned businesses.***

RECOMMENDATION EED-III: ***Develop new and increase current resources and practices that would allow for the training and employment of more African-American males in the private and public sectors.***

Since the high unemployment rates of young African-Americans arise from a complex set of factors, there is the need for new paradigms to address systematic and comprehensive approaches that will address their needs. These recommendations must be tried despite current economic conditions so that African-American males are prepared to meet current and future demands.

In addition to the three primary recommendations, projects that have shown some success, such as The Baltimore Neighborhood in Transition Project should be expanded. The Baltimore Neighborhood in Transition Project uses a "holistic" approach in addressing the serious problems faced by inner city neighborhoods. This approach was used in the Sandtown-Winchester neighborhood and should be adopted in other neighborhoods to address the African-American male employment and economic issues as well as the issues of poverty, education, family support, health, and drug abuse. It is envisioned that the three primary recommendations posed by this subcommittee can be infused into *Neighborhood in Transition Project* models.

RECOMMENDATION EED-I: **Develop and extend educational programs that will prepare African-Americans for employment and increase entrepreneurial awareness through public school curriculums from kindergarten through grade 12.**

RATIONALE: The establishment of educational curricula that prepare today's youth for future employment and community stability is of paramount importance. The critical point here is that one or two educational programs operating separately is not the solution. Mr. DeWayne Wickham, in his "State of Black Baltimore" report to the Baltimore Urban League noted:

> *. . . most federal, state and local efforts to remedy these disparities focus on education and vocational training as the principal solutions to these problems. But increasingly, there are signs that these solutions alone are not enough to bring about meaningful changes in the employment and earning status of black workers.* [27]

What is required is the development and the continuation of multiple interactive programs that prepare African-American young men for gainful employment. According to one researcher:

> *Creating a workforce with the skills sought by most employers will require changes in elementary, middle, and secondary schools. Schools must teach basic literacy and numeracy, but schools must also teach new competencies such as communication, peer training, problem solving, and working in groups. Besides these skills, schools in large urban areas need to adapt to meet the special needs of children raised in poor, female-headed households and the needs of children raised in underclass neighborhoods. This will involve changes in teacher expectations, teacher competency, disciplinary practices, and so on. It also will require developing a curriculum to teach these students bi-cultural competency: the ability to dress, speak, and comport oneself appropriately in one's own surroundings and in the surroundings of those with different norms of dress, speech, and comportment. A curriculum recognizing the legitimacy of the latter, but not the former may be insufficient because students may simply reject such a curriculum.* [28]

A report by Ronald B. Mincy suggests increased public-private interventions to prepare more African-American youths for college will represent cost efficient strategies for firms needing workers with four-year degrees. The participation of African-American males in higher education is seen as a means to assist them in obtaining increased access to professional and managerial jobs and higher wages. "Formal education, especially college education, *boosts earning greatly in the new economy. People with good educations have always had an advantage, but they are doing better now than ever before."[29] Although this is true for the majority of the population, higher education alone will not necessarily achieve the desired results for African-American males. DeWayne Wickham pointed out that an African-American college graduate between the ages of 22 and 24 is just as likely to be jobless as a white high school graduate of the same age.*

Through early intervention,[31] educational programs should develop (within non-college bound youths) the hope of obtaining economic independence through business ownership and build self-esteem.

PROGRAM STRATEGIES FOR RECOMMENDATION I:

1. **Develop new programs that focus on the importance of investing in the health, education, and social development of disadvantaged youth to ensure a qualified workforce. These programs should stress early and sustained intervention by partnerships of educators, policy makers, business leaders, families, and schools in the lives of at-risk youth. These programs would place emphasis on three areas: prevention through early education (childhood through adolescent development); restructuring of the foundation of education (school structure, staffing, management, and financing); and increasing the efforts towards the retention of students and the reentry of dropouts (comprehensive programs in employment, health, and social services for students and dropouts).**

   Examples:
   A. Children's Aid Society/Hunter College Pregnancy Prevention Program (New York, NY);
   B. The D.C. Management Institute for school management improvement; and
   C. The Boston Compact program for employment training for school dropouts. [30]

2. **Develop a method for the continuation and co-ordination of early intervention programs. This recommendation advocates the tracking, continuation and co-ordination of early intervention program services such as Headstart, Chapter I, and Job Corps. As these programs are currently operated, there is little to no co-ordination between them. As a result, youths who may have benefitted from a program, such as Headstart, have a high probability of loosing those benefits if there is no follow-up on services.**

3. **Develop programs designed to teach elementary, junior high, and senior high school students the basics of business ownership and management. This recommendation should be developed in three areas: 1) as a structured part of an educational curriculum for those youths who have a talent and have decided to become business owners; 2) as an after school program for those youths who may have business ownership as a secondary goal; and 3) as a summer project, as a method of providing employment for youths during the summer months.**

"Teaching entrepreneurship to children is an idea whose time has come."[31] The building of self-esteem for African-American males should begin at an early age. Giving African-American males the vision that they can become an integral part of the American dream and dare to *Think Big*, as the title of Dr. Benjamin Carson's book indicates, is important. "The incidence of entrepreneurial endeavors among African-Americans is one-fourth that of whites and one-seventh that of Asians."[32] "A good way to close this gap, say proponents of entrepreneurial programs for young people, is by teaching the next generation the risks, rewards, skills and responsibilities of business ownership."[33] A collateral benefit is that youth understand the requirements for operating a business and they will have a better appreciation for the requirements of employment, such as skill levels, deportment, dress, and courtesy.

Examples:

A. Lemonade Stand Camp Days, Baltimore Maryland[34];
B. Warren's Candy Store, Washington, D.C.;
C. A Wing and a Prayer Photography, Baton Rouge, Louisiana;
D. Shannon's Tutorial Services, Oakland, California through the Junior Achievement Program;[35]
E. The Invent America program, a program that allows kids to collect junk. Under the supervision of Dr. Joseph L. Padgett, a retired engineer, these kids develop, build, and invent useful instruments out of the trash and discarded items.
F. The Cooperative Extension Service supports an inner city 4H Earn and Learn program under the direction of Bill Clark.
G. The Career and Technology Division of the Maryland State Department of Education offers a wide range of programs funded in local public school systems including entrepreneurial studies.
H. Prince George's County's Biotechnology, Academy of Finance, Entrepreneurship, and Law and Public Policy programs.
I. Baltimore City's Academy of Finance and various programs at Lake Clifton High School.

RECOMMENDATION EED-II: **Develop and increase resources for business expansion in affected areas and increase the number of opportunities for the private and public employment for African-American males.**

***RATIONALE:** Many businesses have moved out of the urban areas of the cities to the more prosperous county areas to remain competitive and to meet the challenges of a dynamic economy. This has created a need for small manufacturing and retail services within the cities to help fill the void.[36] Thus, there appears to be a window of opportunity to enhance the economic condition of the African-American community and the image it has of itself by assisting in the expansion and development of African-American owned businesses within the community.*

As more businesses are leaving the City, it becomes imperative that steps be taken to stabilize the small businesses remaining in the City and provide mechanisms to develop new businesses, particularly businesses owned by African-Americans. According to the United States Small Business Administration, small businesses account for the majority of the opportunities in the employment market. The continued erosion of the African-American community's economy is fostered by the failure to develop new businesses and assist in their growth and expansion. The erosion will persist if new small businesses are not developed and established to replace the ones that are leaving the City.

The stabilization and development of African-American owned businesses provides more than increased employment opportunities. African-American owned businesses operating within the community provide an opportunity to enhance the image in which African-American youth see themselves. These business owners provide role models and ideal heights to which youth can aspire. In addition to businesses leaving the City, middle class African-Americans are moving out. Their departure takes a good part of the community's economic stability and models of attained success, leaving behind a concentration of the most disadvantaged segment of the African-American community. It is suggested that the utilization of the skills and desires of African-American business owners is a method of increasing the awareness of African-American male youths and again creates hope for their future. Increasing the visibility of African-American owned businesses will allow urban youth to see, as John P. Faris, Executive Director of the Maryland Small Business Development Center once said, "Owning a small business is really one way to build something from nothing."

PROGRAM STRATEGIES FOR RECOMMENDATION II:

Strengthen existing African-American owned businesses and assist in development and start-up of new businesses by developing new and increasing available resources. Most small businesses, particularly African-American owned businesses, started with minimal capital and minimal counselling. This immediately creates an adverse condition that many businesses can not overcome. To increase the viability of businesses, the following program strategies should be considered:

1. **Expand the current and create additional sources of risk capital to those businesses that have the potential to succeed and grow.**

   Examples:

   A. Expand and create additional access to equity financing through the Maryland Small Business Development Financing Authority's (MSBDFA) equity partnership investment program to provide more equity financing to all types of businesses. Relax some of the current restrictions by amending current legislation.

   B. Establish a special small business investment company through a partnership with venture capital firms that will provide equity financing for minority businesses. Use private funds to leverage federal funds, for example, private banks could use the Community Reinvestment Funds Act Program (CRA).

   C. Develop and implement innovative capital formation strategies. Use pension fund money and funds from Maryland Venture Capital Trust to assist in the expansion of minority-controlled banks. These funds would be earmarked for minority businesses.

D. Access to bonding capital -- allow MSBDFA to provide bid, payment, and performance bonds directly to minority businesses.

2. **Expand current and develop new business education and training services.**

Examples:

A. Assist in the development of the infrastructure of minority-owned businesses through the development of linkages with the Small Business Development Centers across the State.

B. Increase resources and provide additional mission to the Council for Economic and Business Opportunity to allow business counselling for minority owned businesses.

C. Increase resources to Maryland Department of Economic and Employment Development's Quality Assessment Program to allow it to target minority businesses.

D. Encourage Partnership for Workforce Quality (PWQ) to target more small and minority firms.

3. **Increase the vigilance in the area of minority business procurement to assure compliance with the current laws and assist in gaining opportunities and access to markets.**

Examples:

A. Increase the emphasis on the development of protege/mentor relationships in private and public sector procurement programs between larger firms and African-American owned businesses.

B. Assure that set-aside programs are recognized and adhered to by majority owned businesses contracting with the public sector. Assure that set-aside contracts are being let to those businesses for which they were earmarked.

C. Develop counselling and marketing assistance to assist and expand African-American owned businesses involvement in exporting.

4. **Increase current and develop new programs that can create both entrepreneurs and entrepreneurial opportunities.**

Examples:

A. Set up entrepreneurial training projects such as BOSS which is one of five such programs nationwide.

B. Expand the business incubator program through the use of vacant space, (e.g., row houses, schools, plants, and firehouses) and use public funds, such as Community Development Block Grant (CDBG) funds, to develop and house private non-profit entrepreneur training institutes and business incubators.

C. Expand neighborhood renovation to include the development of small

businesses. Neighborhood renovation projects, such as in Sandtown-Winchester, would provide housing and employment opportunities to African-American businesses.

D. **Emphasize the use of resource centers, such as Morgan State University's Institute for Urban Research, to provide data such as demographics, legal and regulatory requirements, and monitoring capability in the development of businesses in communities.**

RECOMMENDATION EED-III: **Develop new and increase current resources and practices that allow for the training and employment of more African-American males in the private and public sectors.**

RATIONALE: In order for a people to gain economically in a society, they must be given the tools and the opportunities that will enable them to participate in those areas in which they can prosper and grow. The economic growth in the United States from now until the year 2000 will be impacted by technological change. This change is an essential component of a dynamic, expanding economy. However, the high unemployment of African-Americans males in Maryland indicate that they may not be prepared for the on-going changes. African-Americans on the whole are well positioned for careers in computer technology, health care technology and administration, and engineering. However, steps need to be taken to prepare African-American males for the projected employment opportunities in the public and private sectors.

Various studies and reports show that both public and private sector employers need to review their policies on the hiring, training, retention, and promotion of African-American males. Accordingly, African-American males face two major barriers to employment in both sectors: access to employment opportunities and access to workforce preparation.[37] *The National Association of Manufacturers, Today's Dilemma: Tomorrow's Competitive Edge, surveyed 4,000 of its member companies which showed a need for more skilled workers and a need for more pre-employment training. According to the survey, the average manufacturing company has to reject five out of six applicants for employment. The reason for this is poor basic skills on the part of the applicant. The businesses surveyed noted that 33% of applicants are rejected due to poor reading and writing skills and another 25% are rejected due to poor communication and/or calculation skills. There are additional indications that a number of applicants who meet or exceed employment requirements are rejected as a result of discrimination.*

Retention and promotion of African-American males in the work place appear to follow the same pattern as initial employment. One of the most apparent reasons for this negative pattern is the lack of training and awareness of cultural diversity in the workplace. According to the National HRD Executive Survey, only 11% of the responding companies have formal policies on managing a culturally diverse workplace. Overcoming these problems is not a short term process; however, the following strategies will assist in making some corrective actions.

PROGRAM STRATEGIES FOR RECOMMENDATION III:

1. **Expand and develop recruitment efforts of qualified African-American males for vacant positions with particular emphasis in those areas where African-American males are under-represented. An excellent example of this is the recruitment effort by PepsiCo, Inc.'s Kentucky Fried Chicken unit. This organization has been aggressively recruiting minority and female executives and providing a substantial amount of training for managing within the culturally diverse workplace.** [38]

   Examples:
   - A. State officials should encourage the 11 state agencies that have an under-representation of African-American males in official/administrative positions to recruit qualified African-American males when positions become vacant.
   - B. Extend the current and develop new mechanisms for the recruitment of African-American males from area colleges.
   - C. Expand the effort to list all vacant positions and new job listings with programs that assist African-American males in employment searches, such as the Maryland Job Service, Private Industry Councils, etc.

2. **Expand current and develop additional training mechanisms that will enhance the opportunities for the retention and promotion of African-American males in the workplace.**

   Examples:
   - A. Expand current and develop additional training mechanisms available within State Departments and Agencies to prepare African-American males within the ranks for promotion. These training mechanisms should include on-the-job training and job shadowing.
   - B. Expand current and develop additional mechanisms to teach officials, administrators, managers, and supervisors about the problems of working and managing a diverse workforce. This may reduce the disproportionate rate of adverse personnel actions. The State should also encourage private sector employers to emphasize cultural diversity in workforce training. Use Job Service Employer Committees (JSEC), Chambers of Commerce, and private industry councils to market this concept.

3. **Expand all available resources and create an environment in Maryland to allow aggressive pre-employment training and employment of African-American males. Active public/private partnerships should be formed to provide a climate of openness and willingness to hire this special group. Incentives are needed for private employers to include the strengthening of African-American owned businesses. Additionally, resources from federally funded and other programs should be directed towards this group to assist them in becoming better prepared to meet employment expectations of the private sector.**

Examples:

A. Use existing policies and develop additional policies to provide incentives to employers who hire disadvantaged African-American males and youth.

B. Increase funding to such agencies and offices with the mandate to oversee and/or enforce equal employment opportunity regulations and laws.

C. Encourage employers to provide scholarships and/or stipends for African-American males leaving high school to enter colleges or post secondary training.

D. Develop a marketing plan to encourage the hiring of African-American males by using various incentives to include:

. *Targeted Jobs Tax Credits* : allows employers to claim federal income tax credits of 40% for up to $6,000 of the employee's first year salary for a maximum credit of $2,400 for eligible workers including economically disadvantaged groups and recipients of some public assistance programs.

. *Federal Bonding Program* : provides fidelity bonds to employers who hire employees unable to get coverage by commercial carriers because of a lack of employment history, criminal record, or a history of alcohol or drug abuse.

. *Enterprise Zones*: industrial and commercial businesses that choose to expand or locate in these zones may be eligible to receive property tax credits, access to state loan guarantee funds, and special provisions for industrial loans.

. *Small Cities Community Development Block Grant (CDBG)* : assists businesses and creates jobs through grants available to non-urban areas. While the grants are not directly focused on hiring minorities, 51% of all jobs created must benefit individuals with low or moderate incomes.

. *Job Training Partnership Act (JTPA)*: provides programs to prepare youths and unskilled adults for entry into the labor force and offers job training to economically disadvantaged individuals facing serious barriers to employment. This in turn creates an opportunity for employers to hire trained employees.

. *Pre-release and After Care Programs for Ex-offenders* : Pre-release programs provide training and counseling to inmates as well as job placement services. There exists an After Care Program that reinforces Boot Camp training. Job seekers in these programs are guided and motivated. Additionally, the Work Force Investment Board has included Boot Camp transition as one of their action strategies for 1992-93. Their goal is to develop an even more effective program of education, employment training, and support services that begins prior to graduation and continues in the After Care Program. Hiring an ex-offender will help to reduce the rate of recidivism.

. ***Apprenticeship Training***: Promote state help as a means for developing training programs, issuing Certificates of Completion, and coordinating with other state agencies and programs, such as the Job Training Partnership Act, to meet all Department of Labor requirements.

ANNOTATED BIBLIOGRAPHY

Michelle Singletary, *The Evening Sun*, December 9, 1991, "New Program Lets Poor Be the Boss."

This article describes a program where welfare recipients are taught how to start and run a business. BOSS is a pilot program with a mission to help unemployed and welfare recipients become self-sufficient. A key component to the program is its ability to help these entrepreneurs get start-up capital through private funding. The Abell Foundation has contributed $100,000 to BOSS. The money is used to make loans to BOSS participants. The Council for Equal Business Opportunity administers the loan fund. Each business owner can apply for a loan for up to $10,000 at market rates.

Samuel L. Myers, Jr., et. al., "Entrepreneurship Training for the Disadvantaged", September 7, 1988.

This was a report commissioned by the Baltimore Urban League as a part of its Black Family Impact Analysis series. The charge of the report was to examine the linkages between entrepreneurship and employment training for the disadvantaged. The charge could not be met because there was no existing policy of linking entrepreneurship training and employment for the disadvantaged. The report recommended the strategy to train young disadvantaged African-Americans to be managers and entrepreneurs rather than to be low-paid workers. The strategy proposed will require leaders to swim against the tide, to deviate from conventional wisdom, and to take the opportunity to invest in the futures of poor African-Americans who may not be politically involved.

"Disadvantaged Young Men in Urban Areas: A Summary of the First Year of the Forum on Public/Private Social Concern", The Union Institute.

The Union Institute presented a series of papers which explores the problems of urban youth. They found that recent changes in earning structures, mix of occupations, and educational requirements necessary for employment have changed since World War II and has resulted in reducing the opportunities of urban young men.

The report points out that disadvantaged youth are denied tools that make education as well as job-related success attainable. Past programs have been quick fixes. More modern and successful programs treat youth as individuals, a member of the family, and part of the community. However, racism, discrimination, and the media continue to have a negative impact on the way youth perceive themselves and their futures. The widespread attention given to the actions of a small number of African-American youth is affecting how the majority of African-American youth view themselves and their future.

The report recommends the development of programs that use older African-American males as positive role models and the call for culturally sensitive programs to serve disadvantaged youths. There is a need to develop multi-cultural curriculum. The study concedes, that it will take a long time to accomplish this given the current philosophical structure and teaching practices in the school system. It suggests that community-based programs should be used as an immediate service.

***Employment & Training Reporter*, Volume 23, Number 13. Targeted Jobs: Congress Passes Bill Extending Targeted Jobs Tax Credit, 1991.**

Congress unanimously voted to extend 12 tax credits which were due to expire on December 31, 1991. Included among those credits was TJTC, a federal tax incentive which gives employers a credit for hiring certain groups of individuals who historically have had difficulty entering the job market. The credit is 40% of the first year's wages up to $6,000.

The report emphasizes that the temporary extension of this program is not the long term solution and Chairman Rostenkowski of the House Ways and Means Committee has given notice to the Congress that the committee will no longer extend temporary provisions. It is his intention to hold hearings to determine the worthiness of each of the 12 credits. Those found to be beneficial would be made permanent and the rest would be eliminated. TJTC, which enjoys broad support across the ideological spectrum in both houses of Congress, is expected to survive. The program has been instrumental in the job placement of thousands of disadvantaged youth, Vietnam veterans, welfare recipients, ex-offenders, and the disabled.

***Employment & Training Reporter*, Volume 23, Number 4. Apprenticeship Union Programs Teach Needed Skills, 1991.**

The article discusses the presentation of Martin Boede, President of the AFL-CIO's Plumbing and Pipelifting Union. Mr. Boede states that current union apprenticeship programs teach the skills identified in the report issued by the Labor Secretary's Commission on Achieving Necessary Skills. The apprenticeship programs' emphasis on "hands-on-training" and "contextual learning" as opposed to abstract and textbook lessons meshes with the recommendations of the report. The report itself points out the need for young persons leaving school to be equipped with verbal, leadership, and communications skills as well as the ability to perform the basics of education--reading, writing, and mathematics.

Boede cites construction and building trades unions as examples of organizations that have long recognized and required specialized training and skills. In addition, he states that apprenticeship programs teach these skills using the most advanced technology at an investment of over $80 million annually. He further recommended that the commission point out to young students that there are alternatives to college, and that these skilled trades provide workers with a good living and feeling of accomplishment. His conclusion is that the government should not interfere in apprenticeship programs by requiring changes in standards "which could hurt a proven and successful program."

Alexander, Nanine, "Study Cites Loan Bias," *Black Enterprise*, February 1992, p. 24.

This article cites a report by the Federal Reserve Board (FRB) on mortgage lending which shows that African-Americans are twice as likely as whites to have their mortgage applications rejected by banks and other lending institutions. The article cites the supporting data in the FRB report and enumerates actions that the Association of Community Organizations for Reform Now (ACORN), other organizations and individuals are taking to ensure that the Federal Reserve Board and other agencies examine more closely the banking practices of those institutions which are seeking approval of mergers or interstate banking authority. These actions are being taken to ensure that these institutions are not discriminating against African-Americans and are in compliance with the Community Reinvestment Act (CRA) and the Equal Credit Opportunity Act.

Public/Private Ventures. ***A Practitioner's Guide: Strategies, Programs, and Resources for Youth Employability Development.*** **Philadelphia: Public/Private Ventures, 1988.**

Public/Private Ventures designs, manages, and evaluates programs that assist at-risk youth in developing their skills for productive employment. This report, written primarily for the service provider, offers insight into the employment problems of disadvantaged youth and proposes eight strategies to increase youth employability: basic skills enhancement, alternative schooling, work/study programs, job-readiness training, on-the-job training, occupational training, residential training, and youth service corps.

Public/Private Ventures. ***The Practitioner's View: New Challenges in Serving High-Risk Youth.*** **Philadelphia: Public/Private Ventures, 1990.**

Analysis of each organization identifies the needs of the population served and the services provided. The report offers the following recommendations to practitioners as a way to improve their services to disadvantaged youth: clarification of focus and goals, increased public funding for more innovative services, well-trained and well-paid program staff, and a precise method by which to conduct program evaluations.

William T. Grant Foundation Commission on Work, Family and Citizenship. ***The Forgotten Half: Pathways to Success for America's Youth and Young Families.*** **Washington, D.C.: Youth and America's Future: The William T. Grant Foundation Commission on Work, Family and Citizenship, 1988.**

The Commission report outlines four avenues for developing and extending services to youth and young families: family aid and adult guidance; youth involvement in the community; job training and access; and enactment of the legislation Fair Change: Youth Opportunities Demonstration Act to provide funds for state-directed youth education and work training programs. The Commission also recommends the consolidation and expansion of current effective programs, as well as new programs for youth with disabilities and for adults.

Wilson, William Julius. ***The Truly Disadvantaged: The Inner City, the Underclass, and Public Policy.*** **Chicago: The University of Chicago Press, 1987.**

Middle-class African-Americans have moved out of the inner city, leaving behind a concentration of the most disadvantaged segment of the African-American population. According to Wilson, this small group have developed a set of social norms incompatible with the larger society. Joblessness, teen pregnancy, and academic failure are rampant among inner city youth and are directly related to the social and economic breakdowns of inner city communities. Wilson suggests that policy makers should focus on programs in job training and transitional employment benefits. These would be approaches to transform the urban ghetto into a productive unit for the future labor market.

Thomas, Karen M. "A Different Brand of Education." ***Chicago Tribune,*** **October 14, 1990; sec. 1, p. 1, col. 3.**

Several new types of schools in the United States are being invented in response to a problem that has long plagued inner city public schools: the inability to reach and teach great numbers of African-American boys, who then go on to unsuccessful futures marred by joblessness, poverty and crime.

Blau, Francine D.; Ferber, Marianne A. "Discrimination: Empirical Evidence from the United States". *American Economic Review*, Vol: 77, Iss: 2, May 1987, pp. 316-320, Jrnl Code: AER ISSN: 0002-8282.

Evidence from econometric studies and other sources is reviewed in an attempt to determine the extent of discrimination in the United States. The studies suggest that, even when fairly refined measures of productivity-related characteristics are held constant, African-Americans and women earn less than whites and men. This seems acceptable evidence of labor market discrimination, although it is not possible at this point to determine the exact magnitude of the discriminatory wage effect. Future research could permit a greater understanding of the discrimination process. Future research should place more emphasis on empirically testing various models of discrimination. The researchers would need to recognize that many causes of discrimination may interact and reinforce one another. All researchers in this area need to continue to investigate all possibilities for getting more and better data on qualifications, performance, and personnel practices. Tables. Equations. References.

Grant, Don Sherman II; Parcel, Toby L., "Revisiting Metropolitan Racial Inequality: The Case for a Resource Approach." *Social Forces*, Vol: 58, Iss: 4, June 1990, pp. 1121-1142, Jrnl Code: SSFF ISSN: 0037-7732, Jrnl Group: Socio/Environmental; Academic.

Researchers investigated whether traditional predictors successfully explain male and female racial inequality across the 100 largest MSAs in 1980. The resource approach to economic segmentation provides a conceptual framework suggesting variables that more adequately explain racial inequality in major metropolitan areas, particularly for males. References; Table.

Lamar, Jacob V. Jr., "Today's Native Sons." *Time*, December 1, 1985, pp. 26-28.

A growing number of young African-American inner-city males are caught in a cycle of crime, violence, and unemployment. Reasons for the problem and possible solutions are cited.

Wessel, David., "Racial Pay Gap Closes for Women." *Washington Post*, September 20, 1991; sec. A, p. 1, col. 3.

African-American women have virtually closed the gap between their earnings and those of white women, but African-American males continue to earn considerably less than white men. All women continue to earn less than men: graph.

Roberts, Sam., "Room at the Top: PepsiCo's KFC Scouts for Blacks and Women for Its Top Echelons." *Wall Street Journal*, November 13, 1991; sec A, p.1, col 1.

PepsiCo Inc., a unit Kentucky Fried Chicken has been aggressively recruiting minority and female executives. This effort is in contrast with that of many large corporations. A study by the EEOC found that among firms with 100 or more employees, 90% of managers are white with men outnumbering women 3-1; illus.

"In Manhattan, Black Doormen Are Rare Breed." ***New York Times.*** **May 6, 1991; sec B, p. 1, col. 1.**

The question of why there are only a few African-American doormen in Manhattan, NY is pondered. Racism may be the biggest obstacle.

Maryland Department of Economic and Employment Development, Office of Research. ***Black-Owned Business Enterprises in Maryland*** **October 1990.**

African-American owned business enterprises made significant economic gains during recent years. This is an encouraging trend, however, more needs to be accomplished. Programs and policies that have led to rapid growth of businesses in Maryland must be targeted towards these small firms. The State of Maryland must continue to create business, employment, income, education, and housing opportunities for African-Americans and other minority groups in the coming years to continue this positive trend. Most of Maryland's African-American owned firms are small, both in terms of receipts and employment. Special attention must be paid to African-American owned firms in Baltimore City, the Eastern Shore counties, and Prince George's County.

In general, during periods of economic slowdown or recession, small businesses with limited resources are more adversely impacted than larger firms. Current economic data indicate that business and economic growth have slowed considerably during the second half of 1990 and may continue to be slow or even turn negative during the coming months. Retail sales, housing starts, real estate sales, and consumer confidence have been declining in recent months, while the rate of inflation has been rising, due in part to the continuing Gulf Crisis. The effect of these current economic events on African-American owned firms cannot be quantified at this time because of lack of data on firms by race. The next survey of African-American owned businesses would not be conducted by the Census Bureau until 1992, and data from that survey would not be available until 1995. It is conceivable, however, that small businesses in general, and African-American owned businesses in particular, are under added stress. Therefore, it is important to address the problems and needs of African-American owned firms, as well as small businesses, at this critical time.

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CRIMINAL JUSTICE

It is not enough to confirm the convictions of those viewing Maryland's criminal justice system that African-American males are disproportionately represented at all stages of the criminal justice system, . . . Rarely does statistical data alone provide enough information to allow a sincere appreciation for the underlying factors of this problem.

INTRODUCTION

It is not enough to confirm the convictions of those viewing Maryland's criminal justice system that African-American males are disproportionately represented at all stages of the criminal justice system including pretrial, probation, incarceration and parole. Too often, this problem is presented only in the form of statistical data that gives a negative image of African-American males in Maryland. A presentation of statistics alone is not enough to gain an understanding of the problems African-American males face with the criminal justice system.

A presentation of statistical data concerning African-American males and the criminal justice system renders little more than blanket or curt statements about the surface problem. These statements have more often been fingerpointing and fostering blame rather than attempting to find solutions. Rarely does statistical data alone provide enough information to allow a sincere appreciation for the underlying nature of a problem.

The purpose of this subcommittee report is to explore some of the statistical data and some of the underlying problems faced by African-American males in Maryland. This exploration will allow for the development of some corollaries between those underlying factors and the African-American male's dominating presence in the criminal justice system. A review of the statistics is presented to show the results of unsolved underlying problems. Most significant are the recommendations provided by the subcommittee. These recommendations endeavor to provide methods so the Maryland criminal justice system can effectively meet the needs of a changing society. Specifically, these recommendations are offered to meet the needs of those the criminal justice system too often embraces, the African-American male.

PRISON POPULATION GROWTH AND ASSOCIATED COSTS

Accurate and current statistics regarding the number of individuals involved in the criminal justice system are difficult to maintain as the individuals involved in the system are continuously changing status and otherwise moving through different stages of the system. Reports and studies cite large numbers of individuals and exorbitant amounts of tax dollars being funneled through the system. As the populations at each stage of the system change on a daily basis, most reports present estimates or snap shots of a short span of time. The lack of accurate and comprehensive tracking data makes it difficult to estimate the actual amount of tax dollars spent in the system. However, it is clear that a large amount of tax money is spent on the incarceration of African-American males in Maryland.

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* An estimated 1.5 million people are incarcerated in the United States.

* Maryland ranks 21st in the country:
19,500 incarcerated
150,000 under some type of supervision

* 76% of those incarcerated in Maryland are African-American

* Nationally

Approximately 23% of African American men under 30 years old are under supervision

Approximately 6.2% of white males under 30 years old are under supervision

There are approximately 40% more African-Americans involved in the criminal justice system than there enrolled in higher education programs.

An Overview of the Criminal Justice System Adult Corrections

There is no doubt that the number of individuals involved with the criminal justice system is increasing at a dramatic rate. According to the National Bureau of Justice Statistics, well over 4 million adults are currently under supervision of corrections officials nationwide. This represents an increase of 9.2 percent since 1988 and 34.6 percent since 1985.

In Maryland, an estimated 169,500 adults are currently under some form of correctional supervision. Of these, 19,500 are incarcerated. As reflected in Figures CJ - 1 and CJ - 2, in January, 1993, 95% of all incarcerated individuals in Maryland were males, 76% of whom were African-Americans males.

Nationally, nearly 23% of all African-American males, under the age of 30, are under some form correctional supervision. This translates into nearly one in every four African-American males under 30 years of age is under some form of correctional supervision.

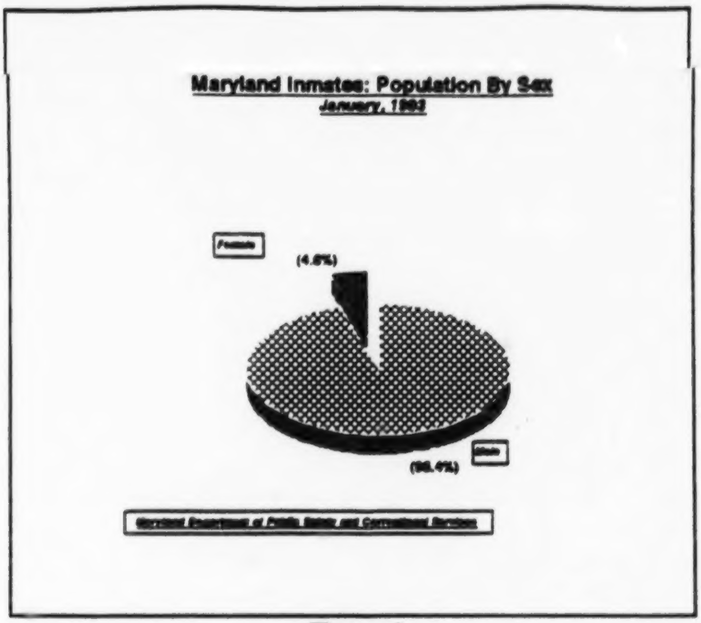

Figure 1
Prison Population
By Sex

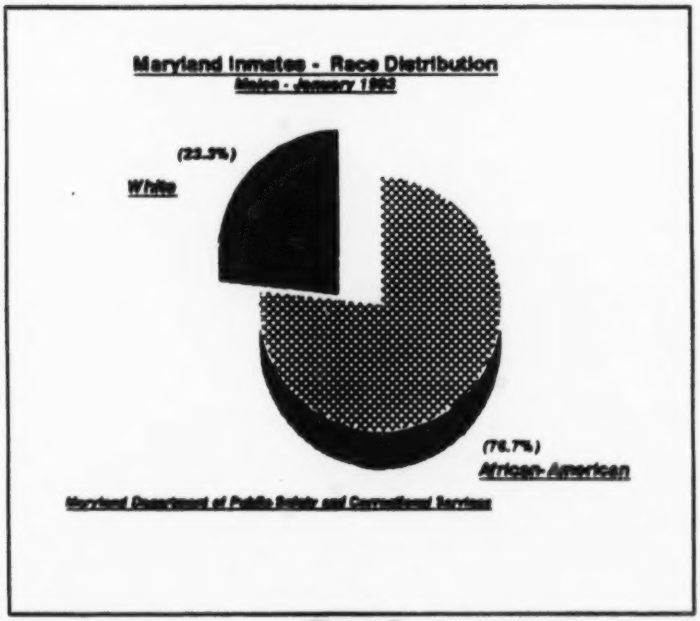

Figure 2
Prison Population
By Race

Comparatively, only 6.2% of all white males within this age group are under the supervision of the criminal justice system.

The magnitude of these statistics becomes readily observable when one considers that the total number of African-American males under correctional supervision is substantially greater than the total number of African-American males currently enrolled in institutions of higher education. The number of young African-American males under correctional supervision totals approximately 610,000 nationwide compared to 436,000 enrolled in higher education programs nationally.

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The estimated cost of criminal justice is nearly Twenty Billion Dollars ($20,000,000,000) per annum on a national basis. In Maryland, the cost is well over Six Hundred Million Dollars ($600,000,000) annually. Calculated by the average number of individuals incarcerated, the State directs approximately Twenty-Three Thousand Dollars ($23,000) annually towards the housing of each convicted felon. These figures do not include the millions of dollars spent by local jurisdictions in Maryland. Simply stated, corrections is big business. With the increase in individuals involved in the system currently and the projections that this trend will escalate, corrections can even be considered a growth industry.

The public expense incurred by crime and punishment becomes even greater when one considers that the cost of corrections do not begin with incarceration. Each crime committed in Maryland has a corresponding cost which includes arrest and pre-trial activities as well as litigation and sentencing procedures.

The Division of Public Safety and Correctional Services provided statistics which reveal that recidivism rates, which soar as high as 60%, bring additional costs to the system. For every three men released from incarceration, two return. This equates to more tax dollars that must be spent to repeatedly convict and house the same individuals. This all yields a negative return on the tax dollars spent on rehabilitation. Further compounding this condition are mandatory short-term sentences. These sentences account for a vast portion of the dollars spent on crime and punishment. As the cycle continues, small-time offenders pass through the system repeatedly. This keeps the economic burden on tax payers while these inmates never realize complete freedom.

These figures are approximate, but they serve to provide a range of the total dollars expended each year in Maryland on criminal justice. These expenditures do not reflect the millions of dollars associated with victims' losses and expenses, nor the full scope of the expenses associated with pre-trial activity, litigation, and the recidivism cycle. However, it is clear that the public does invest a substantial portion of its funds for the warehousing and rehabilitation of prisoners.

Based on the data shown, it is clear that the public has invested a considerable proportion of its financial resources on African-American males, but that investment has not effectively contributed to a resolution of the escalating crime rates. The questions that must be asked are: If the rate of crime is continuing to escalate, are the investments in African-American males being made at the proper end of the spectrum? If the high rate of crime is the result of other deep-seated problems, would the expenditures be better placed in finding solutions to the underlying problems than in the arrest, conviction and confinement of these men? The investment of public funds may be going to pay for the treatment of the symptoms and the manifestations of more troubling problems rather than towards a cure. It has been shown in every area of science, technology, and human factoring that the treatment of the root causes of a problem renders better results than merely treating the symptoms and manifestations of a problem. Specifically, tax dollars continually poured into the State's "conventional confinement and rehabilitative" system has proven to be an ineffective method to solving the problem of crime in Maryland.

. . . Baltimore City's population is predominantly African-American. . . . has the largest concentration of low income, and poor families in Maryland. Given these indices, most arrests in the City will be African-Americans . . .

ANOTHER PERSPECTIVE ON THE STATISTICS

In September of 1992, the National Center on Institutions and Alternatives of Alexandria, Virginia announced the findings of its study on individuals involved in the criminal justice system. The Center reported that Fifty-Six percent (56%) of Baltimore City's young African-American males, between the ages of 18 - 35, were under some form of criminal justice supervision on any given day in 1991. On the surface, this would confirm the casual conclusion about African-American males and crime which, in essence, concludes that African-American males are the cause of the high rates of crime in Maryland, so they must pay for their own inadequacies and ill-adjustments to civilization.

A closer look at the factors that cause the problems reflected in these statistics will provide a better understanding of the situation. Most notably is the fact that Baltimore City's population is predominantly African-American. Further, Baltimore City has the largest concentration of low income and poor families in Maryland. Given these indices, most arrests in the City will be African-Americans who live in depressed economic conditions.

The findings of the National Center on Institutions and Alternatives confirmed the fact that most of the arrested individuals were low income or poor citizens of the City. These individuals could not afford to pay for legal representation. Young African-American males involved in the criminal justice system in Baltimore City and Prince George's County are likely to be school drop outs and unemployed. These individuals, arrested and appearing before a judge without an attorney, are likely to be found guilty, sentenced, or given probation.

Many of them are given the opportunity to bargain for a lesser charge, which would not result in a prison term. Under these circumstances, many of them gladly plead guilty in return for the State not seeking their incarceration.

Unfortunately, the mere fact that incarceration is avoided, does not leave these individuals with a clean criminal record. With criminal records, it becomes almost impossible for these young males to obtain gainful employment. As a result, they resort to doing whatever they have to in order to survive, even if it involves engaging in criminal activity.

UNDERLYING CAUSES

> ***. . . with criminal records, it becomes almost impossible for these young males to obtain gainful employment. As a result, they resort to doing whatever they have to in order to survive, even if it involves engaging in criminal activity.***

An uncomplicated approach to this problem is to accept the statistics at face value and conclude that African-American men are a vanishing species unworthy of being saved. The African-American man is in fact a valuable member of society. He, like everyone else, has rendered excellent contributions to the greater community and is capable of rendering more if given the opportunity.

The plight of African-American males involves a number of societal ills that views him as being of less value than the rest of the society. Not having an equal opportunity to over come these ills, in many instances, leaves him to face discrimination and despair alone. While there are many problems the African-American man must overcome, some of the most observable include:

- *Unstable family environments;*
- *Unequal educational opportunities;*
- *Unemployment and disparate economic opportunities;*
- *Inability to pay for legal representation;*
- *Misdirected energies; and*
- *Lack of respect for authority and himself.*

Each of these factors are separate in their own right, but each bears a direct relationship upon the other. The consequence of having to face these problems alone and on a daily basis are very seldom offered as a part of statistical presentations. Yet, they remain critical factors which underlie the associated problems of the African American male and criminal justice in Maryland. Thus, the socio-economic and the psycho-social dilemma are key underlying factors to understanding and eventually appreciating problems faced by the

African American male and his involvement in the criminal justice system.

The changing economy has placed many of Maryland's men in situations where some type of criminal activity is the only method of survival. What has become tough economic times for other men in Maryland has become almost intolerable for African-American males. Employment opportunities for African-American males were always limited, at best. The economic changes that have occurred over the last decade have, in some instances, made employment opportunities almost absent for African-American males.

Poor employment means poverty. Poverty means poor health, poor education, and low self-esteem. African-American males, particularly the poor, often see little hope in attaining the American dream (i.e., a college education, career, love, a functional two-parent family, a house or condo in a good neighborhood, a car, a computer, a stereo, a CD player, a beautiful wardrobe, a cadre of highly successful friends and happiness).

It follows that fewer available employment opportunities can create an atmosphere in which poorly educated people are more likely to be persuaded to engage in illegal activity which can generate a livable income. The actual costs, in lives and liberty, that these individuals may risk as a result of their involvement in criminal activity becomes secondary to the income that can be generated from this activity. The income that can be derived from a few hours of deviant behavior becomes a magnet to those who see it as the only means open to them to achieve the American dream.

. . . fewer available employment opportunities can create an atmosphere in which less educated people are the more likely to be persuaded to engage in illegal activity which can generate an livable income. The income that can be derived from a few hours of deviant behavior becomes a magnet to those who see it as the only means open to them to achieve the American dream.

Many African-American males pay a terribly high price for living in a society which simultaneously encourages everyone to live his own American dream, while limiting the African-American male's capability to realize his dream. As the society encourages others, it simultaneously suggest and overtly acts out the belief that the African American man is not, nor will ever be, equipped to fulfill his own dreams.

The lack of opportunities, coupled with an overwhelming negative public perception of them, often leaves African American males with a low perception of themselves. While many learn to channel their energies into positive avenues, far too many others use their energies to lead non-productive lives. The ones who can not find positive avenues eventually find their way into the criminal justice system. This group of African-American males have decided that crime does pay and that it is a legitimate method of "self help." The result is the disproportionate representation of African American males in penal institutions nationwide and across Maryland.

SOLUTIONS THAT ARE WORKING

African-American males can not be discounted merely because the headlines often capture their faces next to stories reporting drug busts and reported criminal activity or because the statistics show an overwhelming percentage of incarcerated prisoners are African-American males. Even so, they remain an important part of the society. Rather, African-American males must be afforded the same opportunities as everyone else to turn their time and talents into positive contributions for the society. They must be given the chance to make a difference without worry that the greater society will ignore their contributions.

While the problem is great, there is hope for the future. All is not lost as the result of a number of organizations which have decided to take alternate approaches to crime, punishment and African-American males. These approaches by all of the organizations have a common philosophy: "prevention and intervention prevents incarceration." The progress made by these organizations should be reviewed to explore methods of expansion and duplication as they have found some solutions that work.

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COMMUNITY INVOLVEMENT:

Some members of the community, including individuals, organizations, institutions, and businesses, have come to realize that in order to bring some solutions to the problem of crime they must adopt a different attitude about "at-risk" African-American males. They have found that to affectuate a solution they had to become actively involved in curtailing the root causes of the problem. Organizations such as the Interdenominational Ministerial Alliance (an alliance of churches), Rites of Passage (Black male mentoring programs), the President's Roundtable (a coalition of African-American businessmen and women), Project 2000 (a Baltimore-based mentoring program through which African American boys in different elementary schools establish one-on-one relationships with African American men of various professions) and the Pan Hellenic Council of Black Greek Letter Organizations (an association of African American fraternities and sororities) have taken an active role in confronting the problems and concerns of Maryland's African-American males.

The philosophy of these organizations and programs is that society must not be perceived as embracing young African-American males, rather they must actually embrace them. By actualizing this philosophy, the programs developed by these organizations have been successful in reaching many young African-American males. As a result, many of the young men have began to reach higher, to visualize their dreams, and work toward the realization of those dreams.

Effective mentorship programs directed at these men have helped make a difference in their lives. These mentoring alliances allow young African-American males to develop the confidence they need to make positive contributions to their communities.

The use of college and university students as mentors have provided many of Maryland's African-American youth with positive role-models. As college and university students, they have been able to reinforce the need for a solid education and have motivated many African-American youth to strive for a life beyond the despair they witness in their communities.

Because many African-American males come from broken homes and impoverished and/or drug-infested surroundings, the involvement of other organizations and individuals have become crucial. They provide these young "at-risk" African-American males with a stability they may not receive at home. They provide a new outlook on life that is positive by showing these young males that someone cares about their futures. With this kind of support, young African-American males have shown that they will take more pride in themselves and their communities.

Because many African-American males come from broken homes and impoverished and/or drug-infested surroundings, the involvement of other organizations and individuals have become crucial. They provide these young "at-risk" African-American males with a stability they may not receive at home.

Rather than engaging in activities simply to attract attention, many of the young males in these programs have the opportunity to interact with individuals who always show concern. Instead of thinking of what criminal activity they should engage in, many of these young men now apply their energies to other endeavors brought about through programs developed exclusively for them.

The effectiveness of this approach is only as good as the hope it can provide the "at-risk" young African-American male. It follows, that the intrinsic value of these programs increases as the future of the young men involved brightens. To be relevant, there has to be some training for economic stability. The development of entrepreneurial training exclusively for African-American males is one approach that has been tried with much success. The success of these types of programs do not come from the gaining of material wealth, though that is a worthy goal. It comes from teaching young African-American males how to use their time and talents to earn a legitimate and viable incomes. Teaching these young men the skills that will allow them to operate their own businesses or be the type of employee being sought by the labor market, teaching them to become independent adults within the society.

Community Policing:

Just as the African-American male must feel that the community cares about him, he and the community must be made to feel that the police patrolling the street care. The age, skin color, and attire of any member of the community can no longer be the criteria for suspicion on the part of the law enforcement officer. Citizens must develop the feeling that law enforcement officials are not their enemy. By encouraging law enforcement officials to develop positive relationships with area residents, mutual benefits can be shared. To that end, law enforcement officials must make a serious commitment to the development of good relationships with residents of the communities in which they work. One cannot exist without the other. Hence, every effort must be made to involve residents in policing decisions which directly impact their neighborhoods. By allowing citizens to become involved with the law enforcement process, citizens and law enforcement officials can form valuable bonds while seeking the mutual goal of reducing crime.

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One method that is showing success is the community policing program being tested in Baltimore City. This program takes Baltimore City "back to the future." One of the most effective tools in policing is the law enforcement officer's ability to have more than a nodding acquaintance with the members of the community. This places the law enforcement officer in a position to recognize potential problems and work towards solutions before these problems are manifested in some form of criminal activity. It also provides the community the opportunity to get to know and trust the law enforcement officer. This, in turn, allows for better co-operation and communication between the two.

CHANGING THE ATTITUDE ABOUT DRUG RELATED CRIMES

Over the past decade, drug related offenses have had a profound negative effect on everyone. While this problem has created numerous problems for the entire society, it has been particularly ravaging on the urban African-American community. The politically correct approach to resolving this problem is to declare a "war on drugs," to set aside millions of dollars to facilitate the capture and confinement of the drug dealer. However, there is little evidence to show that this law enforcement approach to the drug problem has made any substantial impact on the problem of drug abuse or its related crimes.

Although the incidents of drug arrests have increased, the rate of drug related crimes continue to escalate. This is due, in part, to the underlying problem of substance abuse that remains in the communities. The underlying problem of substance abuse, by most reports, is increasing. This gives an indication that the assumption that incarceration of the street level dealers is the answer may not be correct. The incarceration of the street level dealer is more a treatment of the symptom than a treatment of the disease. The incarceration of the street level dealer or even a "king-pin" does not change or remove the underlying problem of chemical dependency. The real dilemma is not with the supplier but with the buyer. History has repeatedly shown that merely incarcerating one drug supplier only causes the drug buyer to seek out another supplier.

Drug sales is big business and follows all of the concepts, precepts, and theory of any other business. The old equation of demand and supply is as much a motivating force in the drug business as it is in any other business. As long as there is a demand for a product, a supplier will spring up. When the demand for a product ceases or reaches a point of diminishing returns, the supplier goes out of business or changes his/her product to coincide with the demand. This has been evidenced with the changes in drugs of choice. Heroin has given way to cocaine as a result of the change in product demand. The dealer who insists on selling heroin in light of this change is soon out of business unless he changes his product. This is understood in every other business venture, but it has been ignored in the area of drugs. The escalating trend in drug use has created an additional demand for products which has generated an increase in suppliers. To effectively decrease the number of suppliers, the first step is to decrease the demand for their product.

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Due to limitations on State resources, the concentration of funds to proliferate the "war on drugs" through law enforcement almost negates any approach to eliminate the root cause of the problem. While law enforcement is needed, it is just as appropriate, if not more, to direct funding to the places they are really needed. Rather than temporarily removing the street dealer and providing him shelter in Maryland's overcrowded prisons and detention centers, health care professionals should be working toward permanently removing the demand for the dealer's products. The channeling of funds toward a public health approach to the "war on drugs" would allow healthcare professionals a better opportunity to address the real problem. Finally, education, prevention and treatment of current and potential substance abusers must be a major focus if we are to effectively address the problems resulting from drug abuse and its related crimes.

DRUG TREATMENT FOR INCARCERATED AFRICAN-AMERICAN MEN

An increasing number of African-American men are being incarcerated as a result in their involvement in drug related crimes. The majority of these men are users or abusers themselves. Before any other attempt to bring about positive change can be made which would result in a successful outcome, the individual's chemical dependency must be treated. Placing an emphasis on the public health issues of drug abuse will allow incarcerated individuals, who seek help, to receive it.

State officials must direct attention and funding toward substance abuse education, treatment and prevention. The number of short term sentences being adjudged by the courts makes it imperative to provide treatment services to those incarcerated with a chemical dependency earlier than the current six month waiting period. To continue the current procedure simply allows an individual with a chemical dependency back into society without a change in his condition. This does nothing to alleviate that individual's propensity to continue to abuse substances or to engage in drug related crimes. The successful completion of a drug rehabilitation program would afford an inmate a better opportunity to direct his attention toward becoming a positive member of the greater society.

In many instances, the involvement in criminal activities is a direct result of not having the skills and educational basics required to become gainfully employed. If this condition has not changed during one's period of incarceration, the individual is more likely to return to crime upon release.

EFFECTIVE EDUCATIONAL OPPORTUNITIES AND JOB TRAINING

One of the major causes of the high recidivism rate for African-American males is that their condition in life does not change during their period of incarceration. In many instances, the involvement in criminal activities is a direct result of not having the skills and educational basics required to become gainfully employed. If this condition has not changed during one's period of incarceration, the individual is more likely to return to crime upon release. Effective job training and placement programs is a method, when instituted, that can reduce this occurrence.

By providing inmates, particularly African-American inmates, with marketable skills, the opportunities for gainful employment are increased. An increase in employment opportunities lead to an increase in self-esteem, thereby decreasing the chances of the individual's return to crime.

Increasing inmate skill levels is sometimes only the beginning of their education. Often, the African-American male inmate is the product of a community where ethical values are not the norm. The deviant behavior of the criminal is considered a legitimate lifestyle. Therefore, to change this behavior pattern, the African-American inmate must be exposed to something else. It has been shown to a limited degree that inmates who attend individual and group counseling sessions which focus on social awareness issues are better able to make socially responsible decisions upon their release.

Introducing inmates to alternative dispute resolution training, the importance of social values, effective parenting techniques, financial and emotional responsibility makes the transition from incarceration to the larger society smoother. A more important consideration is that these skills will have the propensity to make the former inmate a better parent and reduce the chances that his children will follow him into criminal activities.

THE BOOT CAMP EXPERIENCE

As a result of the crippling fiscal pressures involving construction and operational costs of traditional correctional facilities, Boot Camp was developed. The Herman L. Toulson Correctional Boot Camp is Maryland's intermediate sanction program which utilizes "shock incarceration" for its participants. It operates as an alternative to confinement in the over-crowded institutions.

Modeled after the United States Marine Corp, Maryland's Boot Camp impresses upon its participants strict protocol, discipline, obedience, regimentation, drill and marching maneuvers, physical conditioning, manual labor and education. It further focuses the attention of its participants on community responsibility, personal responsibility, positive work ethics, development of self-esteem, individual and group challenges, motivation, respect for authority and self-discipline. Because of its intense approach to corrections, the Boot Camp has been touted as a national model since its inception in August, 1990. The Boot Camp experience presents a different approach to corrections, one which strives to make the criminal justice system the rehabilitative system it should be. Because it is proving to be a viable approach to criminal justice, the Boot Camp program should be expanded and duplicated.

Maryland's Boot Camp focuses the attention of its participants on community responsibility, personal responsibility, positive work ethics, development of self-esteem, individual and group challenges, motivation, respect for authority and self-discipline.

One of its primary goals is to alleviate the crisis of prison overcrowding by permitting selected inmates to participate in its six-month training period. Upon completion of this intensive and exhaustive reintegration program, inmates are not only ready and willing, they are able to return to society as productive citizens. Upon their return, these individuals have the capability to direct their efforts toward making positive contributions rather than creating problems within the society. Eligibility for participation in Maryland's Boot Camp is based on the following:

- *Inmates serving their first incarceration;*
- *Inmates less than 32 years old;*
- *Inmates incarcerated for non-violent offenses;*
- *Individuals classified as minimum security inmates;*

- *Inmates incarcerated for a term of 5 years or less;*
- *Inmates who have at least 9 months remaining on their current sentences; and*
- *Inmates who are deemed physically and medically fit to participate in the program.*

As of October 1, 1992, there have been 676 graduates from the institutional phase of the program. Of that number:

- *78% have been reported to be responding satisfactorily to intensive parole supervision;*
- *53% are gainfully employed while the remaining graduates are seeking job opportunities through the Department of Economic and Employment and its locally based employment assistance program;*
- *26% have ended their supervision due to closure or expiration of sentence;*
- *21% have had warrants issued, primarily for technical parole violations;*
- *15% remain delinquent either awaiting hearings or not yet in custody;*
- *8% have been revoked for technical violations;*
- *4% have been continued under supervision following parole hearings on technical violations;*
- *2% have been revoked for committing new violations.*

A primary reason for the Boot Camp program's effectiveness is its after-care component. After-Care programs provide . . . support services to address employment-readiness training, job search and job placement assistance, emergency relief, support services, GED programs as well as recreational and community service activities.

A primary reason for the Boot Camp program's effectiveness is its after-care component. The After-Care program originated in August, 1991 when it became the follow-up component of the Boot Camp program for parolees returning to Baltimore City. Since that time After-Care has increased to include programs in Baltimore City, Baltimore County, Prince George's County, Frederick County, and Easton and Salisbury on the Eastern Shore. The program serves as a support mechanism that facilitates the reintegration process for Boot Camp graduates. It is a compilation of public, private and corporate volunteers who serve to support these graduates.

Essentially, After-Care programs provide facilities where Boot Camp graduates report, confer and verify their status with their respective parole agents. Additionally, they receive a litany of support services to address employment-readiness training, job search and job placement assistance, emergency relief, support services, GED programs as well as recreational and community service activities. It gives the graduates an opportunity to experience peer counseling and other support services. Participants are encouraged to share their problems in group sessions and others are urged to provide support and general advice. This aspect of the program has allowed the graduates to maintain a close group relationship similar to what they experienced in the Toulson Boot Camp. Because lessons learned during from the Boot Camp and After-Care experiences are so intense, corrections officials and criminologists tout them as the most effective means of reintegration. Because of their disproportionate representation in the criminal justice system, African-American males can reap the benefits from enrolling in programs such as these. Additionally, public opinion concerning Boot Camp and After-Care programs have been supportive. Both government decision makers and private citizens regard these approaches as a preferred end for the expenditure of tax dollars.

In addition to expanding the Boot Camp and After-Care programs, corrections officials should solicit corporate funding to develop programs that focus on assisting communities and inmates for the inmate's re-entry/reintegration into the community. By seeking the financial assistance of corporate entities, communities are assured successful reintegration of inmates upon their return. In short, these corporate entities will supply the necessary funds for effectively developing and enhancing already existing programs for inmate reintegration. These funds will be used exclusively for crime prevention, intervention and after-care.

RECOMMENDATIONS

Over the past 20 years, funding for the criminal justice systems has increased rapidly and disproportionately in comparison to the funding increases for other state services. Perhaps, this is justified as the growth in crime rates have continued to soar. According to the National Center on Institution and Alternatives' conservative estimates, the cost of attempting to fight crime and warehouse prisoners exceeded $70 billion in 1990. This $70 billion includes the cost of the "war on drugs" and other special programs. Despite these expenditures, the crime problem continues to worsen and the drug problem remains beyond the control of the local, state, and federal legal systems.

The ineffective results that have been derived from the expended efforts and funds indicates that the time has come to reevaluate existing solutions to the crime problem. The continued increase in the crime rate provides evidence that punishment and confinement is not the total answer. While there is a need for the criminal justice system, it should not be our entire focus. The success of some of the more innovative programs, such as Boot Camp, indicates that a shift in the State's approach to crime can positively impact the problems of crime and criminal offenders.

The recommendations presented here advocate a three part approach to crime and punishment: prevention, intervention and aftercare. Essentially, the approach encompasses most young African-American males in Maryland, as the young African-American males is at some stage of this three-step approach. Prevention speaks to providing alternatives to individuals to preclude their involvement in criminal activities. Intervention speaks to seeking out the "at-risk" individual and giving him some special consideration. Aftercare speaks to continued interaction with those individuals who have already become involved with the criminal justice system to minimize the chances of their repeating the same or more serious offenses. Intrinsic in each of the following recommendations is one or more of these three components.

These recommendations recognize the need for innovative thought and resources toward crime prevention and punishment. However, the question becomes, can we afford to ignore other methods? The criminal justice system in its current state is operated at a high cost. This cost includes the loss of valuable individuals, who, if given an opportunity, could become an asset to Maryland's society. The cost also includes millions of taxpayer dollars which, if invested in some other methods, could provide greater returns.

The State currently spends an average of $23,000 dollars a year to confine a prisoner, while in some areas of the State less than $2,300 a year is spent on the education of the each African-American male student. Without the social implications, good fiscal management dictates that one invest resources at the less expensive end of the spectrum to prevent incurring the expense at the higher end. Each individual that is kept out of incarceration would allow for a quality education or training of four African-American youths.

RECOMMENDATION CJ-I: *Expand current programs and develop additional ones that would provide African-American men more educational and training opportunities. Special consideration should be given to those who are "at-risk" and those who are already involved with the criminal justice system;*

RECOMMENDATION CJ-II: *Solicit, increase and coordinate the involvement of the African-American community, community organizations, institutions, and businesses with African-American men who are involved in, has been involved, or is "at-risk" of being involved in Maryland's criminal justice system;*

RECOMMENDATION CJ-III: *Develop an alternative approach to the "war on drugs" where equal emphasis is placed on the treatment of the root causes of the problem as there is on capture and confinement; and*

RECOMMENDATION CJ-IV: *Expand the services provided by the Boot Camp and After-Care programs and develop other programs after these models.*

RECOMMENDATION CJ-I: **Expand current programs and develop additional ones that would provide African-American men more educational and training opportunities. Special consideration should be given to those who are "at-risk" and those who are already involved with the criminal justice system.**

RATIONALE: Education is the cornerstone of a productive society. It is one of the most effective tools a society can use toward the reduction of crime. The priority should be the teaching of basic skills. The majority of inmates in Maryland prisons do not have a high school diploma or its equivalent. However, we can no longer view education as the simple teaching of the basics. Education must now provide: the teaching of responsibility, character, and values. Hope for a group that has lost hope, the incentive to become better parents to a group whose conception of parenting ended with conceiving the child, and the impetus to become socially responsible role models to a group whose role models have become wealthy from criminal activities must become the focus.

PROGRAM STRATEGIES FOR RECOMMENDATION I:

1. **Develop diversion programs that deter African American males from entering the criminal justice system.**

2. **Increase educational, job training and placement programs for inmates to adequately equip them with marketable skills to increase their chances of finding gainful employment upon release.**

3. **Judges should incorporate in every order for parole or probation the**

requirement that offenders earn a high school diploma or its equivalent.

4. **Mandate individual and group counseling and social awareness instruction for all inmates. These efforts should include workshops in alternative dispute resolution, the importance of social values and effective parenting techniques.**

RECOMMENDATION CJ-II: **Solicit, increase and coordinate the involvement of the African-American community, community organizations, institutions, and businesses with African-American men who are involved in, have been involved in, or is "at-risk" of becoming involved in Maryland's criminal justice system.**

RATIONALE: Not only must the African American male be educated and equipped to lead a life free from incarceration, he must be given hope and support that can only be derived from the community in which he resides. To that end, the community must also be educated to recognize and appropriately address concerns that are unique to the African-American men. State and corrections officials must extend an invitation and encourage a collective effort for addressing the concerns of African American men.

Organizations, such as the Interdenominational Ministerial Alliance should be solicited to become more involved. Organizations and programs, such as Rites of Passage, the President's Roundtable, Project 2000, and the Pan Hellenic Council of Black Greek Letter Organizations should be provided with additional resources to support and expand their intervention projects that have shown success in confronting the problems and concerns of Maryland's African American men.

PROGRAM STRATEGIES FOR RECOMMENDATION II:

1. **Invite community organizations and leaders to provide assistance in the development of solutions that address the needs of African American men.**

2. **Encourage law enforcement officials to develop and improve relations with area residents.**

3. **Expand the community policing project with more emphasis on prevention than capture and confinement.**

4. **Solicit corporate funding to supplement programs which assist communities and inmates with the re-entry and reintegration of inmates into the community.**

RECOMMENDATION CJ-III: **Develop an alternative approach to the "war on drugs" where equal emphasis is placed on the treatment of the root causes of problem as there is on capture and confinement. The alternatives should be equally applied to African-American men already confined as the need for drug rehabilitation is proportionately greater among inmates than for the rest of society.**

RATIONALE:The concentration of funds going towards law enforcement for drug offenses has not slowed the increase in drug related criminal activities. The removal of the drug dealer does not stop the demand for the product. As long as their is a demand for this lucrative product there will be someone who will chance selling it. The increase in drug related crimes is directly related to the increase in drug use.

PROGRAM STRATEGIES FOR RECOMMENDATION III:

1. **Redefine the drug problem as a public health rather than a law enforcement problem, directing much more of the existing funds toward education, prevention and treatment.**
2. **Increase and expand substance abuse programs in prisons.**

RECOMMENDATION CJ-IV: **Expand the services provided by the Boot Camp and After-Care programs and develop other programs after these models.**

RATIONALE:There must be a goal to incarceration other than confinement as the majority of prisoners confined will reenter society. The Boot Camp and After-Care programs have shown themselves to be successful intervention and aftercare programs at a tremendous savings to taxpayers. These programs have shown that they have the capability of turning tax dollar consumers into taxpayers. As of October, 1992 53% of all Boot Camp graduates were gainfully employed. One expands on success by providing resources to increase the productivity of these areas that get the best results.

PROGRAM STRATEGIES FOR RECOMMENDATION IV:

1. **Expand the existing Boot Camp program to include shock incarceration and other alternatives to incarceration in correctional facilities state-wide.**
2. **Expand the Boot Camp program to some of the state's juvenile facilities.**
3. **Expand After-Care Programs for Boot Camp graduates and others recently released from incarceration.**